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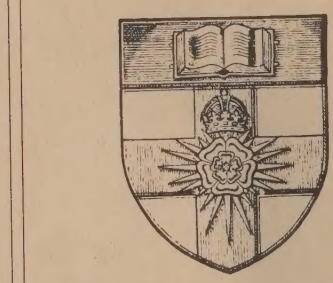

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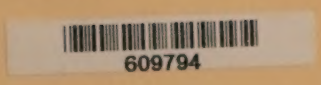
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REPORTS

FROM

COMMISSIONERS, INSPECTORS,

AND OTHERS:

FORTY-SEVEN VOLUMES.

— *(32.)* —

SECONDARY EDUCATION—*continued.*

SESSION 1.—5 *February* 1895——6 *July* 1895.
SESSION 2.—12 *August* 1895——5 *September* 1895.

VOL. XLV.

1895.

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FROM

COMMISSIONERS, INSPECTORS,

AND OTHERS:

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SECONDARY EDUCATION—*continued.*

[c. 7862-II.] Minutes of Evidence. Vol. III. p. 1

ROYAL COMMISSION ON SECONDARY EDUCATION.

VOL. III.

MINUTES OF EVIDENCE

TAKEN BEFORE THE

ROYAL COMMISSION ON SECONDARY EDUCATION.

Presented to Parliament by Command of Her Majesty.

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1895.

[C.—7862,-II.]

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ROYAL COMMISSION ON SECONDARY EDUCATION.

MINUTES OF EVIDENCE

TAKEN BEFORE

THE ROYAL COMMISSION ON SECONDARY EDUCATION.

SIXTEENTH DAY.

At Westminster Hall, Wednesday, June 20th, 1894.

PRESENT:

THE RIGHT HON. JAMES BRYCE, M.P., IN THE CHAIR.

Sir HENRY E. ROSCOE, D.C.L., M.P.
The Very Rev. The DEAN OF MANCHESTER, D.D.
The Rev. A. M. FAIRBAIRN, D.D.
Mr. RICHARD WORMELL, D.Sc.
Mr. HENRY HOBHOUSE, M.A., M.P.
Mr. M. E. SADLER, M.A.
Mr. H. LLEWELLYN SMITH, M.A.
Mr. GEORGE J. COCKBURN.
Mr. CHARLES FENWICK, M.P.
Mr. J. H. YOXALL.
The Lady FREDERICK CAVENDISH.
Mrs. BRYANT, D.Sc.
Mrs. HENRY SIDGWICK.

The Hon. WILLIAM N. BRUCE, *Secretary.*

Dr. R. B. POOLE and J. EASTERBROOK, Esq., called in and examined.

5820. (*Chairman to Dr. Poole.*) You are Chairman of the Headmasters' Association?—Yes, I am.

5821. And you are also Master of the Bedford Modern School?—Yes.

5822. (*To Mr. Easterbrook.*) You are a member of the committee of the Headmasters' Association?—Yes. I am headmaster of Owen's School, Islington, and I represent the Headmasters' Association on the London Technical Board.

CONSTITUTION OF HEADMASTERS ASSOCIATION.

5823. (*To Dr. Poole.*) The Headmasters' Association has been good enough to give us certain resolutions, in answer to a letter of inquiry which we have addressed to them upon several points which we have before us. We propose to pass to those points afterwards, but in the meantime we will begin with the other points which you have indicated as being those upon which you are prepared to give evidence. First of all, will you tell

me of what teachers the Headmasters' Association consists?—The Headmasters' Association is open to the headmasters of all secondary schools in the country.

5824. As well private as endowed?—No, with the exception that the headmaster must be the headmaster of a school which is under corporate control of some sort. If it is proprietary, it must be a case in which the headmaster does not get any profit out of it, and in no sense a private venture business at all. The way we have defined that is by saying that the headmaster must not have any pecuniary interest in the school himself.

5825. So if it was proprietary in the sense of being held by a company, and he was a shareholder, he would not be eligible to be a member of the Association?—No, he would not.

5826. Then, speaking broadly, you may say that it consists of a certain number of headmasters of endowed schools, and a certain number of masters of proprietary schools?—Yes. It was founded in October 1890 with 40 members. In December 1890 the members reached 109; in 1891 they were 158; in 1892, 173; in 1893, 190; and in January 1894 they were 262, and have now come up to about 270.

5827. Can you tell me how many of those are headmasters of endowed schools?—Nearly all, practically. I should not think there are more than 10 who would come under the head of masters of proprietary schools. There are about 600 headmasters of secondary schools in England and Wales, of whom less than 100 belong to the Headmasters' Conference, and more than half the remainder belong to us.

5828. Are you prepared to give the views of the Headmasters' Association, or your own views?—We are prepared to give the views of the Headmasters' Association.

CENTRAL EDUCATIONAL BOARD.

5829. Will you tell the Commission what the views of the Association are with regard to the central educational authority that it has been suggested should be created?—The views of the Association are that there should be a Central Educational Board, which should consist of various nominees by the Crown, the universities, and certain incorporated educational bodies principally, but including such bodies as the Headmasters' Conference and the Headmasters' Association (I may say that the Headmasters' Association will be incorporated in a few days), and also representative teachers.

5830. Is the Headmasters' Association going to incorporate itself under the Act of 1867?—Yes; it is practically done now. It is only waiting for some formalities. We consider that it is desirable that the Central Education Board should be presided over by a Minister of Education.

5831. How do you propose that the registered secondary teachers should choose their nominees?—We have not entered into details of how such an election should be carried out. I suppose it would be by voting, but in what manner we really have not thought.

5832. The question of choice by a large body of persons scattered over the country is not free from difficulty. It has been found in the case of the medical profession to be not a simple matter to devise a good method of choosing?—We have not really considered that question, and as far as the Association is concerned I am afraid I could not give you an answer.

5833. What powers would the Association propose to entrust to the central board?—The central board would, according to the views of the Association, be the ruling and regulating power over all Secondary Education in the country, and to it those other boards which I may mention afterwards would be responsible.

5834. When you say ruling and regulating powers what functions do you include under that general term?—In the first place that they would be the ultimate court of appeal with regard to places where new schools were to be made, and with regard also to the joining together and amalgamating of schools and districts where there are too many, and which from their scattered condition are more or less ineffective; if a Registration Bill is

brought in and carried that they should form the general council provided under that Bill; and that they should also be responsible for the ordering and inspection of all secondary schools in the country.

5835. Do you mean you would give them the direct control of inspection, or would make them a body to entertain appeals from the local or provincial body?—They would be the origin of the inspection I think in our view.

5836. There are two ways in which that might be conceived. Do you mean to say they should lay down general rules for inspection and examination, leaving those rules to be carried out and applied by local and provincial bodies, or that they should themselves direct?—That they should lay down the regulations by which those rules should be carried out by provincial bodies.

5837. Under whose authority would the direction of the examination be carried out?—I suppose it would be carried out under the authority of the provincial council which we propose.

5838. And who would appoint the inspector and examiner?—That I suppose would be by the Central Education Board. That inspector would be attached in our view to the provincial council, but he would be appointed by the Central Education Board.

5839. When you spoke about registration, would you make them a kind of deciding authority in cases where a question arose whether anybody should be removed from the register?—Yes.

5840. You would follow in that respect the analogy of the General Medical Council, I suppose?—Yes.

5841. What would their relation be to the Minister of Education?—I take it that the Minister of Education would be the permanent chairman of such a Central Education Board, and that he would in that capacity exercise a controlling influence over the Central Education Board, and would be the representative of it in the House of Commons.

5842. Do you mean there would be power to direct his policy or that they should be to him merely a consultative body?—I think the Central Education Board would suggest the policy which the Minister of Education would endeavour to carry out.

5843. But supposing he disagreed with that policy?—In that case it would come to a deadlock, I am afraid.

5844. These are not theoretical difficulties?—No, quite so.

5845. You are probably aware of the difficulties that have arisen in determining what should be the relations of the Charity Commissioners to the Education Department and to Parliament.

5846. That questions have arisen as to what the proper relations should be?—Yes.

5847. And, no doubt, you are familiar with the relations of the Secretary of State for India to his Council. Would you like to have this educational body resembling the Council to the Secretary of State for India?—I am afraid it is a little difficult for me to answer that question.

5848. I mean merely to ask you, by way of illustration, whether you think that the Minister of Education should be the supreme power who could over-rule the council, although he might be bound to listen to their representations, or whether the council should be the authority to force a policy upon him?—I should take the former alternative that you mention.

5849. That he should be the supreme authority?—Yes, that he should be the supreme authority.

5850. Then they would be a consultative body?—A consultative body more.

5851. It would be compatible therewith that for such a question as this question of registration you refer to, they should be the final authority?—

There might be certain points upon which it would not be necessary that the Minister of Education should come in at all. It might be handed over to the central board.

5852. Would you apprehend any danger in the direction which has sometimes been indicated that if you created a powerful central authority there would be a tendency to enforce a too great uniformity in the secondary schools of the country?—I think that would be obviated to a great extent by the provincial councils. I think they would represent to the Central Education Board the needs of their own particular district.

5853. That would depend upon whether the central board had power to over-rule the provincial councils?—Yes, but supposing they had the power, subject, of course, to the authority of Parliament as represented by the Minister of Education, then, I think, the Central Education Board would listen to the provincial councils and would take from them their ideas as to what was needed.

5854. Would it be within your view that the central educational council should have power to provide in general terms what the curricula of particular schools or particular classes of schools should be?—Yes, with a fair amount of latitude. I think there ought to be a considerable amount of latitude in provincial districts. The industries of various districts might be different, and there might be reasons why the same sort of education is not always required.

5855. Taking what is called a general liberal education, you would leave it to the central council to provide what the constituent elements should be?—I think they might do so, but not over-rigidly.

5856. You would not fear too great a sapping of the independence of local bodies and masters?—I do not think it would be necessary that that should arise. I think all would depend upon the details of the schemes that were agreed to. If the details were laid down upon pretty broad lines, and given a certain amount of choice, I think there would be no reason why it should not be carried out in that way. But at the same time our Association is anxious to preserve the independence of head-masters in teaching and in regulating their own schools. But I do not think that would amount to a general control.

PROVINCIAL COUNCIL OF EDUCATION.

5857. Then to come to the provincial council, how would you constitute that?—That would consist of nominees of the Central Education Board and nominees of the county councils, of registered secondary teachers, and of local university colleges, together with a provincial inspector attached, and some co-opted members.

5858. How large would the area of jurisdiction of your provincial council be?—We thought that, speaking roughly, it should always consist of a county or a group of counties; that is, that the boundaries of the area should be conterminous with the boundaries of the area of counties, although you might join one or two counties if necessary; but something like one million or two millions of inhabitants would be the thing to aim at.

5859. Where a county consisted of more than two millions of inhabitants you would not subdivide it?—No, we should not subdivide it in that case.

5960. What powers would you give to this provincial council?—We should propose to give them a power to make proposals for the supply of the district in which they were situated, and to suggest the best style of scheme for the district in which they are interested, and, acting under the authority of the Central Education Board, to carry out details connected with such schools. And, above all, to see that the supply of education in each county or district of counties was adequate to the population, and to suggest to the Central Education Board, where necessary, that new schools should be established, and the ways and means of establishing them.

5861. Would you have the examination and inspection conducted under their authority?—Yes, I think we should.

5862. Would they be the persons to appoint the examiners and inspectors?—Yes.

5863. Not the universities?—They would probably go to the universities for their examiners.

5864. But still the appointments would be made by them?—Yes. I meant to say that they would probably select the people to whom they would go. For instance, they might go to the University of Oxford, or to the Oxford and Cambridge Board, or to the University of London, or whoever it might be, but the university would appoint the examiners on application. They would choose the body to which they would apply, but the university would name the examiners.

5865. The university would name, but the authority would be that of the council?—Yes, the authority would apply.

5866. Would they have any, and what, funds at their disposal?—They would not have any funds at their disposal, of course, at present, with the exception of endowments within their district; but I confess there will have to be other means by which funds will have to be raised for Secondary Education.

5867. What means do you suggest?—I suppose there would have to be some rate or other, and it has struck us that it would be possible that exemption from taxes for all school buildings might be a help, and also that some of the money which is now appropriated to technical education only might very fairly be handed over to general education.

5868. The money which is now given to technical education is under the control of county councils, is it not?—Yes.

5869. Would you suggest that they should be bound to hand it over to the provincial councils?—I suggest that they should be bound to hand over some portion of it.

5870. To hand over some portion of it, and retain some of it?—Yes, retain some that was necessary; but they should hand over a considerable portion of it, it seems to me.

5871. For what purpose would they retain a portion of it?—I suppose, if technical education is carried on distinctly, that would want a part of it.

PURELY TECHNICAL EDUCATION TO BE KEPT DISTINCT FROM SECONDARY.

5872. Is it desirable that Secondary Education should be carried on distinctly from technical?—It should be rather more of a special character.

5873. Then would you have two councils, one administering the Secondary Education grant, and the other administering the technical education grant provided by the county council?—I think the limits of Secondary Education and technical education should be clearly fixed, so that there should be no chance of quarrelling as to the amount.

5874. You would not think that that would involve a danger of waste from overlapping?—It seems to me that there is a very great difference between the technical education and the general education, and that if the two are run together there is a great chance of neither of them being carried out.

5875. Has it not been found in practice that it is very difficult to separate them?—It does not seem that it has had quite a sufficient trial yet, I think. The county councils in many cases are doing exceedingly well, independently of the secondary schools.

5876. The secondary schools have no fund of this kind at their disposal?—No.

5877. They have only their endowments, and in many cases the county council has thought that the best thing it could do with the money has been to give it to the existing secondary schools?—Yes; that has been, I suppose, because they have not got the plant, the apparatus, the rooms, and so on, necessary to carry out the work on their own account.

5878. Do you think that any distinction could be made in this respect between money applied for the education of boys at school and money

applied for technical instruction outside the schools, let us say, for grown-up people?—Yes, but it is exceedingly difficult to get in an ordinary school any education worth calling technical education.

5879. (*To Mr. Easterbrook.*) You have had especial experience in technical instruction. Will you tell us what would be your view?—I think the grant to secondary schools would be quite distinct from that for pure technical instruction in, we will say, a trade school.

5880. With regard to the particular point of the grant being divided into two parts. What opinion does your experience enable you to give?—I think there is a certain part of the money which is at present applicable to technical education which it will probably be necessary to keep distinct from that for Secondary Education, for example, for evening classes for artizans and to help polytechnics. That is my experience on the Technical Education Board in London.

5881. And you think it would be possible for one authority to administer that fund and for another authority to administer another fund derived from the same source without any danger of overlapping?—I rather think that the provincial board will have an important element from the council on it, and therefore there will be no difficulty in their working together. There might be a committee of this provincial board to use that part of the money probably, although it does not apply to Secondary Education proper.

5882. At present we are faced with the facts that there are rather too many authorities who are all having their fingers in the educational pie. It has been suggested that we should diminish the number of authorities and simplify the organisation, but the suggestion that I understand you and Dr. Poole to approve is that we should add a new authority while retaining the old one?—We think that the provincial board would have such a large proportion of the county council on it that it would be practically in conjunction with it in all its working.

5883. It might be in conjunction with it and it might work harmoniously with it, but it would be a new authority, would it not. It does not exist now?—No, it does not exist now.

5884. (*To Dr. Poole.*) Did I understand you to propose that the provincial council should have rating powers?—Yes.

5885. Would you limit the rate?—Yes.

5885*a*. To what amount?—I think the Welsh Bill is ½*d*. in the £.

5886. Would you prefer to give the rating power to this provincial council, or to the smaller authority?—I think I would rather give it to the provincial council, because the provincial council would have authority over all the district, whereas a smaller one would probably raise a different amount of rate for each separate small district, which would create a good deal of confusion.

5887. What power would you give the provincial council over the endowed schools?—It would have the power already mentioned of appointing examiners, and by means of its inspector, inspecting the schools from time to time, as to their sanitary and other conditions; the buildings, plant, and so forth; and it would also have the power to arrange for scholarships as we propose in the country and rural districts, whereby boys might be sent to the schools of the district. In many cases a district is sparsely populated, and it would not be possible to have a school near to everybody. Then there should be certain scholarships established by them, whereby boys in the country districts might be sent as boarders to a sort of county school placed in the best position for the population.

5889. Would you give them the power of appointing members upon the governing bodies of endowed schools?—Yes, we could do so.

5890. Would you give them any power of appeal from the decision of those governing bodies?—Yes, we should give the provincial council the power of receiving an appeal from the decision of the governing body of the school.

5891. Upon what sort of points?—I suppose in the case of any inharmonious working between the governing body and the masters or headmasters, or in the case of anything connected with the curriculum which did not satisfy the neighbourhood or the district.

5892. Supposing the governing body of an endowed school dismissed the headmaster, would you give the headmaster an appeal to the provincial authority?—I think not, provided the headmaster was only allowed to be dismissed by a majority of two thirds twice affirmed, as is general in many schemes.

5893. Would you give this provincial authority power to create new schemes?—Yes, that would be really the particular function.

5894. Who would pass the schemes?—They would be proposed by the provincial council and passed on to the central body. We look upon the provincial council as being a body which has in its mind and in its heart the educational needs of the district. It sees where new schools are wanted, and how they are best carried out, but it does not absolutely start the schools. It sees the central council, and lays before the central council the scheme for the establishment of schools in its district.

5895. Then the central council would discharge for that purpose the functions now discharged by the Charity Commission?—Yes.

5896. What is your idea of the best constitution of a governing body for the separate endowed schools?—There ought to be a certain number who would be appointed by the provincial council, and then a certain number of local people who would be elected by some form of popular election, and some who would be appointed by educational bodies if there were any in the district, such as university colleges in a town, for instance. There ought to be a certain amount of local representation in order that the interests of the locality may be stirred up in favour of the given school.

5897. Would you have girls' schools and boys' schools under the control of the same governing body in a town or would you have them distinct?—I should have them under the same body, with the addition, in the case of the girls' schools, of some ladies.

TREATMENT OF LARGE TOWNS.

5898. Do you favour the idea that in every town there should be one authority for Secondary Education, that is to say, that the now existing governing bodies for the various endowed schools, where there are more than one, should be merged in one?—We do not want to see a borough or a town educational authority separate from the county authority, but we should like to see a provincial council established which would include any borough within its province.

5899. Let us take the case of Manchester. In a large town like Manchester would you not have an educational authority for the town?—We should like it to include the county area.

5900. I am not sure that I understand what you mean?—We should like the educational council to cover the county area.

5901. That is to say, you would have no separate authority in Manchester?—No.

5902. It would be the Lancashire authority?—Yes.

5903. In Manchester itself you would retain the existing governing bodies of the different endowments?—Yes, the governing bodies would remain according to the scheme I have already mentioned. They would be retained.

5904. You would not consolidate the governing bodies of different endowments in the same town?—I think not.

5905. Take the case of London which has been put to us by one of our witnesses. He proposed that you should divide London into districts and in each district you should have one educational authority governing all the endowed schools in that district, if necessary appointing committees in the different schools, but still being the governing body. You would not

approve that view, would you?—I should prefer to see a separate governing body for each school, and the whole under the provincial council.

5906. Then for London, for instance, your idea of an organisation would be an educational authority for London and the existing governing bodies remaining, possibly with their constitution altered, but remaining distinct as they are now?—Exactly.

5907. And that you would apply to counties and to cities?—Yes. One reason why we do not want to see towns having a separate authority, and rather an important reason I think, is that it is so very difficult to draw the line in the outskirts of the town. You took the instance of Manchester; supposing there was a governing body for the city of Manchester you would have to draw the line somewhere immediately around Manchester where the city boundary ended; you would have a population just outside that boundary who really belong geographically to Manchester itself, and who ought to be allowed to go to the schools in Manchester, one of which might be quite near them. If you make Manchester a separate authority you may have to establish a school close to the borders of the city when there is one in the city which would meet all the requirements.

5908. Are you not aware that there have been cases where having one dominant educational authority in a large town has been found to be conducive to the good organisation of education in that town by enabling the authority to provide a due classification of higher and lower schools distributed in proper spots throughout its area?—It has been so, certainly; but I think that would make it all the more desirable in the case of a large town that the boundary of the area should not be that of the city itself.

5909. Would not the difficulty which you put as regards a city like Manchester and its suburbs be felt in a similar way with regard to counties where there is a pretty dense population along the boundary line?—Of course it would be so, but I think there would not be many cases of that kind, and it would be so very difficult to arrange the boundaries in a manner which would wholly obviate the difficulty, that I think that of the two evils one would choose that as the least.

5910. And do you think that so large a city as Manchester, or Liverpool, for instance, would not insist upon having its own secondary educational authority?—They might wish to do so, they might insist upon it, but I do not think it would be really the best plan.

RELATION OF CENTRAL AND PROVINCIAL BOARDS TO PRIVATE SCHOOLS.

5911. What ought the relation to be of your central education board or provincial council to private schools within their respective areas?—The provincial council would be the authority over such private schools, and if our plan, which the Headmasters' Association suggests, were to be carried out, that provincial council would be responsible for the inspection of all private schools in its district, and for pronouncing them efficient in the sense of being efficiently provided with the necessary plant and so forth.

5912. Would that be with the consent of those private schools, or would it be whether they consented or not?—It all turns on the question of registration of schools, which we hope will come sooner or later, and it would mean that one of the necessaries for registration on the part of a private school would be that it placed itself under the provincial council as regards inspection of buildings, plant, and so forth. That would be the function of the provincial council with regard to those schools, and if they satisfied the council in that respect they would be recognised as schools which might receive scholars.

5913. Then your view is that these authorities would be authorities over the private schools in so far as by registering themselves they submitted to that jurisdiction?—Yes, quite so.

5914. Would you give your provincial authority any power to create public secondary schools where none such now exist?—It would have the power to inquire into the needs of each district in its province, and to

report upon the necessity for schools there, and to report to the central education board that these schools were needed.

5915. And then if the central education board gave its sanction it should proceed to create them?—Yes, it would proceed to create them.

5916. And how would it find the funds to create them?—As I said just now, I suppose there must be a rate for the purpose. In some cases there would be certain old endowments placed in positions where they are of no particular use, and there might perhaps besides that be endowments other than educational, which might be utilised for the purpose in some places. Beyond that the county council might assist. I do not know what other means there would be existing. Of course, the rate is an elastic one, but one does not want to suggest that it should be a high one.

5917. What regard do you think they should have to the private schools already existing on the ground?—I think they should take those private schools into consideration so long as they have submitted to registration and inspection by them.

5918. That is to say, if they are satisfied that the private schools are efficient, they ought to have regard to them?—Yes, distinctly on the ground that they are satisfied.

5919. And if satisfied that there were efficient private schools they would abstain from creating new schools?—Certainly.

5920. Suppose they were satisfied that there were a few efficient private schools, but not enough to provide for the needs?—Then the council ought to look out for the best place and provide one there.

5921. Suppose the council found a town of 50,000 inhabitants with two or three private schools which were reasonably efficient, and which just satisfied the requirements, but which were by no means sufficient to grapple with the needs of the town as regards Secondary Education?—Then it would be in my view their duty to establish a school there to supply the needs.

5922. Suppose that school were found in fact to take pupils away from the existing private schools?—I suppose it would very likely, unless the private schools were notoriously efficient. If they were efficient, they would hold their own, and private schools do hold their own in other ways, that is by private influence, and trying to get pupils by means of their friends, and so forth. There is very often a strong amount of assistance obtained in that way.

5923. Do you think that the educational authority in founding a new school should have regard in fixing the fees, to the fees actually charged by the existing schools?—No, I think not; because I think the private schools would be sure to undersell the efficient public schools which would be founded.

5924. Would it if the new school had its buildings free, and possibly was subsidised out of the rates?—A school was established in South Shields by the Boys' Public Day Schools Company some time ago. That was established at not by any means a high fee, but still at a higher fee than the small local private schools.

5925. But those small local private schools would probably not be classed as efficient schools?—I do not know what those schools were.

5926. I am considering a school which, *ex hypothesi*, has been deemed efficient by the provincial educational authority. That school probably would not be one of the schools which would charge very low fees?—It might not; but I think that if the right fee was charged for the public school which was established, it ought to be a sufficient one to make it remunerative to keep the school, and therefore it ought to be a sufficient fee to be charged by the private school as well.

5927. We are in this position: the private school has got to pay for its buildings, and leave a profit for the master, and it has no endowment; on the other hand, the new public school to be founded will have its

buildings free, and may have its masters' salary, or at any rate some of its expenses, paid out of the rates, and therefore it will be in a position of considerable advantage as regards private schools?—Yes.

5928. How do you propose to meet the difficulty that has been suggested in that case?—For one thing I might observe that in considering the requirements of the district, they should take into consideration the private schools in existence, and therefore in building this new school they would not build a new school sufficiently large to hold all the boys in the town; but only the balance left after the private schools were calculated for. In other words, supposing it was necessary that there should be school accommodation for 500 boys in a town, and there was already sufficient accommodation in efficient private schools for 200, then they would only build for 300.

5929. But it would not by any means follow that the children who would be drawn into the new school would not be the children from the private schools?—No; it would be a race for the children to get into the public school in that case, and those who did not get in there would have to go to the private schools.

5930. Do you not think that the school which would have the least fear of the competition of the new public school would be the comparatively inefficient school which charged low fees, and to which would go the children of parents not themselves educated up to the point of understanding what was good education?—There would be a considerable risk of that, of course, but I think the registration and inspection plan obviates a good deal of that difficulty. I do not think a school can be very inefficient as long as it is inspected by the provincial council.

5931. I am assuming that a certain number of schools remained which did not register?—I think there might be some few people who might prefer to send their children to any school if the fees were very low, but I think those people are getting fewer and fewer.

5932. Reverting to the question of the schools founded by the Boys' Public Day Schools Company, that company is a body which has to pay its own way, and which would be obliged to pay its own way?—Yes.

5933. It would not be quite in the same position as the kind of public school we are contemplating, which would be built out of the rates and aided out of the rates?—No, but if the object is to try and get a good supply of education, the weakest must go to the wall.

5934. (*Dean of Manchester.*) I understand that the views you have have been giving us are the views of the Headmasters' Association?—Yes, as far as I can.

5935. Have they carefully formulated these views?—I should say it is a general committee of the Headmasters' Association which formulated them. They have never been before the whole body.

5936. Have they entertained the idea that what are known as the great public schools should be embraced in this county instruction?—We think that all schools between the elementary school and the university come under the head of secondary schools.

5937. In other words, in the county of Warwick, the school of Rugby would be taken into consideration?—Yes.

5938. And would be worked under this system?—A school of that kind would remain as the first grade school of the district.

5939. I understood you to say that everything between the university and the elementary school was to come under this provincial board?—No, I did not mean to say that. I meant that Rugby, and the great public schools would remain on their own basis. I should not include them. One gets rather led away in thinking of the needs of the second grade schools. There are so many misunderstandings on the subject of what is called "Secondary Education."

5940. Would you leave any room for private enterprise hereafter. You do not seem to contemplate superseding altogether the private schools that now exist, providing they are properly found, and in sanitary condition. Would you leave any scope for private enterprise hereafter?—I should leave the scope that would naturally be found by the increase of population.

5941. And you would wish that the provincial boards should from time to time take the private schools within their purview?—Yes.

5942. (*Sir Henry Roscoe.*) From your evidence I gather that your opinion is, that the amount of secondary instruction now available is insufficient to meet the wants of the country?—Certainly.

5943. What are the class of persons that you think require to have a new system, or an improved system of Secondary Education given to them?—I think those who need it most of all are what one might call the lower middle classes.

5944. Do you think that the amount of the fee which is charged by the endowed schools at present, and also by private schools, efficient and under inspection, would be too high, or is it sufficiently low to really meet the requirements of this class of the population?—There is a great variety, of course, in fees. In some schools which I know, the fee is low enough certainly to include all those who may reasonably be supposed to come to them; a fee of 4*l.* a year, for instance.

5945. Would you advise the establishment by the provincial council of schools of that class not charging more than 4*l.* a year?—I will not say that they need be kept down quite rigidly to 4*l.* a year, but I should say that 6*l.* a year might be the maximum. When I said 4*l.* I was referring to a particular instance.

5946. How would you propose that poor children whose parents are unable to meet that charge of 6*l.* should obtain a Secondary Education?—There would be a considerable number who would be able to obtain exhibitions or scholarships from elementary schools to take them on.

5947. And where would this money come from for such scholarships?—In some cases I am personally acquainted with they come out of the endowment of elementary schools; of course it is not every elementary school which has an endowment. In Bedford there is a considerable endowment out of the Harpur Trust.

5948. Is there sufficient in the country to meet the requirement?—It would not be sufficient to meet it all through the country.

5949. And how would you get it for the rest of the places where there are no scholarships established now?—Then I suppose we should have to come to the county council again. A certain number of county council scholarships are given, and I suppose that number might possibly be increased.

5950. Would that come under the new board, or would that come under the present council as existing now?—If we arrange for the division of the money between technical and ordinary Secondary Education, I mean the county council fund to be divided between those two things, the money which would be handed over for the Secondary Education would in that case be administered by the provincial council and not by the county council.

5951. Would you prefer it by the provincial council?—Yes.

5952. I take it that you would desire that the county council should hand over to the provincial council a certain proportion of this money which they now have the distribution of?—Exactly.

5953. You would take it out of the hands of the county councils?—I should take that portion out of the hands of the county councils, that is to say, the portion which they hand over for the purpose of general Secondary Education; and once out of their hands I should leave it to be administered by the provincial councils.

5954. Are you aware that in some instances half the money of the county councils is already given for scholarships? It would be taking a great amount of money away from them?—Well, I do not know of any other place from which the funds could be obtained, but I should have thought that the 6*l.* which I mentioned just now was not a very large amount to be found by the class that one would call the lower middle class. The fee is not beyond the reach of a very large number of artizans, for instance.

5955. Do you think there are a large number of artizans who would be able to pay 6*l.* a year for several of their children?—If there were several children it might be a more serious matter; but I should think they could pay for one or two in that way.

5956. (*Dean of Manchester.*) On what principle are you going to divide this money? You wish to take from the county councils the distribution of a considerable share of their moneys. On what principle do you divide these two departments of their work?—I should think it should be divided about equally.

5957. Is it for the purpose of grants for what you would call the more literary pursuits, or why is it that it should be taken out of their hands?—Because, according to my view, technical education cannot be worked in an ordinary secondary school properly, and therefore it is much better that the two should be kept separate, and if they are kept separate it seems to me that the money might fairly be divided between the two branches of technical work and literary education.

5958. You have given me the line of demarcation. It would be in order that you might support out of these funds the literary work of such secondary schools as you have in contemplation?—Yes.

5959. (*Mr. Llewellyn Smith.*) You propose that the provincial authority should have power to propose schemes for new schools where they think them desirable, to be sanctioned by the Central Education Board?—Yes.

5960. And that would be sanctioned, whether the funds come from endowments or not?—Yes.

5961. Independent of the question of endowment?—Yes, nothing to do with the question of endowment.

5962. Then is it your view that the educational functions of the Charity Commission should cease?—I have never thought of that, but I suppose they ultimately would.

5963. The educational side of the Charity Commission would be merged in the new central council?—Yes.

5964. Is that the view of the Headmasters' Association?—I do not think it has ever been before them in so many words.

5965. Otherwise would not there be two central authorities, one dealing with schools which involved endowments, and the other dealing with schools which did not?—Yes, it would be so in that case. It has been suggested that probably the present Charity Commission would form part of the new central board.

5966. You mean to say that individuals connected with the Charity Commission would be connected with the new central board; but that is not quite the same thing?—It would merge the Charity Commission in the central board.

5967. At all events, your view would be that the fact that a certain part of the support of these schools comes from endowments is not a sufficient reason for cutting the central authority into two?—No, I do not think so.

5968. You do not think it would be safe or desirable to set up a school without coming to the central authority to sanction it?—I do not think it would be, because there are many cases in which there might be little difficulties between various parishes and people which it would be desirable to bring before a perfectly dispassionate board.

5969. I can see that it might be well to have a court of appeal in case of differences; but that is not quite the same thing?—It would not very much matter whether the provincial council were allowed to start a school unless some objection to it was lodged. It would come to very much the same thing. My idea in the matter is that this central education board should be above all small petty jealousies, and that sort of thing, and should say that the thing is going to be established where it is really wanted, and that it will meet the requirements of the district.

5970. Have you in mind the provincial authority having the power to subsidise existing secondary schools as well as the power of starting fresh ones; I mean of giving grants out of public funds derived from some source —I do not say what?—I have never thought about it, but I should think it is included in the scheme that lies in my mind, certainly.

5971. You know that under the present Technical Instruction Acts the county councils have power to give aid to secondary schools?—Yes, I know.

5972. Do you propose that that should cease?—No, I do not propose that it should cease, because if this plan that I am suggesting were carried out, it would be done to a much larger extent. I mean it would be done by the county councils to a larger extent, only it would be done forcibly.

5973. It would be done by a new authority. It would not be the county council?—The new authority would have to go the county council to get its share of the money.

5974. Would it have power to levy a precept upon the county council? —It might be done in that way. I have not thought of the exact form.

5975. At present the county council has power to set up a technical school, which as you know might be a secondary school with a technical side, without going to any central authority for sanction. Would you propose to repeal the Technical Instruction Acts? I am putting to you that at present they have legislative powers, and they have freer powers than you propose to entrust to the provincial councils. How would you deal with that point?—I think that on the whole the best plan would be for the Provincial Education Board to have power to ask for a certain sum of money from the county council.

5976. Now with regard to the constitution of the provincial council: You are acquainted with the constitution of the board in London?—Yes.

5977. Does not that consist of elements very similar to those you have suggested for the provincial council?—(*Mr. Easterbrook.*) We consider it somewhat similar to the council we suggest.

5978. Would you suggest that in London the case would be met by a slight development of the constitution of that board?—We think that if the county council had the starting, as it were, of this provincial board in any way, the constitution of it should be settled by Act of Parliament—something on the lines of the London Technical Board; but we think that the lines on which the London Technical Board is formed may be improved, because that was not constituted for Secondary Education only.

5979. No, it was not constituted for Secondary Education, and the county councils have not the power to constitute a board exactly corresponding to what you propose. Supposing some new legislation was passed which gave new powers, would it be a development of that same board, with other elements added, which you would look to as the authority, or another board side by side with it and taking some of its money away?—I do not think the London Technical Board and the provincial board would be in existence at the same time. There would be only one. It would take the place of this London Technical Board, with slightly fuller powers, I should say.

5980. And it would administer the technical education as well as secondary?—There would probably be a sub-committee for that part of

technical education which is quite distinct from the education carried on in secondary schools.

5981. At present is there not a Secondary Education sub-committee?—Yes; in London there would be no difficulty in carrying it on in the present way, but in the country I cannot see it.

5982. Would not the same apply to the country, if suitable boards were established throughout the country?—I should think there would be no great difficulty, and then all the money would be passed over to this one board.

5983. It is rather an important question, with regard to organisation, whether we are to have two boards, one coming in and taking away money now administered by another, or whether it would be a development of the same board?—I am quite of opinion that there should not be two boards, and especially in London.

5984. (*To Dr. Poole.*) Do you agree with that?—I agree that if there were some members put on the county council it might meet the difficulty. The difficulty would be in having only the county council as at present organised, which would give no representation to educationalists.

5985. Your view, I take it, is that the power which already exists to enable them to put on outsiders should be converted into an obligation?—Yes, and the number to be fixed.

5986. If that were done, would you take the county as the unit, giving counties powers to group themselves, or would you compulsorily group the smaller counties?—I do not think I should like to compulsorily group them, but at the same time it would meet my views on the subject—either to group compulsorily or otherwise.

5987. You have no particular view about it?—No. The great thing that our Association feels is that the body which administers or has the starting of these schools, which will probably be some day started under a new Act I suppose, ought not to be something which is devoid of educationalists.

5988. Now passing to an observation about the governing bodies of the schools. I understand you to say that there should be one governing body for each school and not amalgamated governing bodies?—Not over large districts.

5989. Take for example the King Edward Foundation at Birmingham?—I do not object to that in a town like Birmingham.

5990. Do you think that the policy which has been pursued in some districts of amalgamating governing bodies over areas is a desirable one?—I do not think it is desirable to carry it beyond a certain limit. I mean, I think it is most desirable that members of governing bodies should be locally interested in the schools of which they are governors, and supposing you extend the area very much you thereby extenuate the interest, so to speak. In places like Birmingham there are all these schools all equally on the same foundation, all managed by the same governing body, and it is natural that in a place like that they should be. But supposing you had a wider area, I think it would be a pity to have them all under the same governing body.

5991. We have had it given in evidence that it is the policy of the Charity Commissioners in certain districts to amalgamate the governing bodies as far as possible in a considerable area?—I have not thought about that; but at the same time the objection to that amalgamation would be the same that I mentioned just now, because presumably the interest would be more extenuated.

5992. In answer to one question, you said that you thought that technical education could not be properly worked in secondary schools. I do not want to anticipate any further evidence you have to give upon that, but as you have said that, may I ask whether by "technical education" in that answer you would mean something narrower than the legal definition of

"technical education"?—Yes, because I know that mathematics and such-like things are included in "technical education." What I meant was really that anything in the way of the manual portion of technical education, or the practical part of technical education, could not very well be carried out.

5993. Trade teaching?—Yes.

5994. You did not intend to indicate that people who are going into industrial careers would not be more benefited by having a good Secondary Education than by going through the apprenticeship school. Looking at technical education in its widest sense as the education which is best suited to fit a boy for an industrial career, your answer would not then apply?—No, not in that sense.

5995. (*Dr. Wormell.*) With regard to the first question put by the Chairman with reference to the constitution of your Association, will you tell me what are the objects of the Association?—The objects of the Association are:—"(*a.*) To facilitate the interchange of ideas and informa-" tion on all school matters; *e.g.*, teaching, examinations, scholarships, " internal management, and organisation generally, and the relations of " headmasters to parents, governing bodies, and assistant masters. (*b.*) " To influence public bodies connected with education when considered " desirable. (*c.*) To watch and, if necessary, suggest legislation on " education matters."

5996. You mentioned the Headmasters' Conference as having about a hundred members?—Yes.

5997. Out of the 600 headmasters of endowed schools?—Yes.

5998. You said that your Association has more than half of the remainder?—It has 270.

5999. You spoke of the two Associations as if they were quite distinct. What is the difference in the qualification?—The Conference is only open to those who prepare principally for the universities. I believe the actual requirement is that they must have 10 boys at the university, and the school must be over 100 in number. They have not an absolute right to be on the Conference even if they fulfil those requirements; they have to be elected. With us they have a right to be on if they fulfil our requirements.

6000. No headmaster can claim the right to be on the Conference?—No, I believe not.

6001. They have a condition that the school shall have 10 scholars at the university and have 100 boys in the school?—Yes.

6002. But they do not enforce that; for instance, St. Bees is on their list?—Yes.

6003. And Hereford—a very insignificant endowed school?—Yes. There are a number of small schools on the conference—schools of no particular importance in any way.

6004. On the other hand, there is a school at Cambridge which is not on although it fulfils their conditions?—Yes. *I*, too, fulfil their conditions.

6005. These members of the conference are eligible for your Association?—Yes, they are.

6006. Have you many members of the conference on your Association?—I think we have several. There are some seven or eight, I should say.

6007. And the Headmasters' Conference do not object to their being members, do they?—Well, they do rather object.

6008. In your case is there election?—The name is brought before the committee, and if the necessary details are complied with with regard to an individual, he is of necessity elected.

6009. Am I right in supposing that because you see that at present a certain portion of the money in the hands of the county council to be

disposed of for technical education is given to schools for Secondary Education, therefore you see a reason for dividing the sum at present in their hands in the event of the creation of another body to take charge of it. Is that the reason?—It was not the reason which originally prompted my suggestion, but at the same time it would add to it.

6010. (*To Mr. Easterbrook.*) I think you mentioned the trade schools as furnishing the reason?—Yes, I thought that was a difficulty. If those schools were not put under the board, but were still carried on, they would still claim a part of this money.

6011. Was that the reason why you thought a portion of the money should be reserved still for certain classes of schools?—Yes, if those schools were not put under the provincial board.

6012. But supposing they are under the provincial board, the whole of the money would go over to the provincial board?—Yes.

6013. Do you not think that trade schools are more nearly allied to the school board schools?—I certainly think that the continuation of the standard work should be in the direction of a trade or handicraft school rather than in the direction of anything in the way of what we generally call Secondary Education. If boys are not intended to go to a secondary school they should not learn a large number of subjects in these higher schools, but should keep to certain special subjects and do them well.

6014. You want to reserve some provisions for the trades schools?—Yes. We rather feel that the Act for disposing of the excise money was intended for others besides secondary schools, and certainly there are some things for which some of it should be still retained.

6015. Suppose you have your provincial body started, and have also your school boards for elementary education, should not these particular schools that you want to take care of be passed from one to the other—either to the school boards or to these new provincial councils?—They certainly should be to one or the other.

6016. To which?—The difficulty is that the present school boards hold the field with a good many of the schools in different parts of the country, and it appears a difficult matter to take it out of their hands; but if they are intended to take the place of what the old Commission called the third grade schools, then one thinks that there is a reason for putting them under the provincial board. The latter should have very full powers to decide in each case.

6017. Then in that case would not the division of the fund that you are thinking of be in two parts, a portion for Secondary Education and a portion for that elementary education which is beyond the seventh standard and connected with trade?—It would be a portion for that as well.

6018. Might not the latter portion be handed over to the school boards to use in that way?—I should think it might.

6019. Then it would not be necessary to have three bodies in the same district administering public funds for education?—There is just the question of the evening classes. If they were put under the provincial board, or such a board as the London Technical Board as it is at present, there would be no difficulty.

6020. (*To Dr. Poole.*) Birmingham has been mentioned, and you have experience of Bedford?—Yes.

6021. Is there any difference between the way in which the interests of separate schools under the same trust, schools rather differing in type, are taken care of in the two places?—No, I do not think there is any difference.

6022. The masters of the schools have exactly the same relationship to the governing body in the two places?—Yes. The general part of the scheme applies to the headmasters in both schools.

6023. Are you a member of the general committee of the two schools?—No, but I am always summoned to my own committee, that is, the committee of the modern school.

6024. Do you know whether Birmingham does the same?—That I do not know. The headmasters and the headmistresses of the Bedford Schools are summoned to the committee meetings.

6025. (*Dean of Manchester.*) They do not vote, I suppose?—No, they do not vote.

6026. (*Mr. Fenwick.*) Is it your opinion that the funds at the disposal of the county council for technical education are in excess of the ordinary requirements for such instruction?—I do not know; but personally I should think they are not in excess.

6027. Then would not a division of the funds at their disposal considerably interfere with their work?—It depends, in my own mind, upon the fairness of the thing; whether they are both equally wanted. Of course if it could be shown that the present way in which the money is being spent is the more important, it would be wrong to take anything away from it; but if, on the other hand, one thinks that Secondary Education is more important, it would be another matter. (*Mr. Easterbrook.*) Our position is this: we consider that in the widest sense of the term "technical education," a large part, and the most important part, of it is done in secondary schools. When Dr. Poole talked about technical education not being taught in secondary schools, he meant it in the restricted sense of trade education.

6028. (*Dr. Fairbairn.*) Manual education?—Manual or handicraft.

6029. (*Mr. Yoxall.*) You refer to that portion of technical education which may be regarded as being the teaching of the scientific bases of trade work?—Yes.

6030. You are aware that the sums of money at the disposal of the county councils are of two kinds; one under the Technical Instruction Acts and the other under the Excise Act?—Yes.

6031. Would your proposal be to divert any portion of the money raised by rate to Secondary Education?—I do not think the word "divert" applies to it at all. In the first place, the excise money was not earmarked for any particular class of school; and then, under the Technical Education Act, if the secondary school carries out the terms of the Act it has as much claim on a part of it as any other school.

6032. I think there is some difference between your meaning and that which I gather from Dr. Poole. I understand that you refer to the use of a certain portion of the local taxation money for technical education, in the broad sense you mean, in the secondary schools?—Yes.

6033. But I understand Dr. Poole to mean that a certain portion of the money should be taken entirely away from technical education and adapted to general Secondary Education of the literary and classical order?—We think the present grant should not only be used for technical education pure and simple, but a great part of it should be open to secondary schools.

6034. Literary and classical education in secondary schools?—Yes.

6035. Would your own knowledge of the amount of money disposable of in London lead you to think that the three-quarters of a million of money now at the disposal of county councils from the Excise Act is too much for technological instruction?—Are you speaking of London now?

6036. What does your experience in London lead you to judge of the whole?—My experience is that the London Technical Board has been able more clearly to see the use of their money when they have expended it in secondary schools than in many other directions. They have been to a certain extent disappointed in the scope for spending money in some directions, especially in that of evening classes for technical education.

6037. I am afraid the matter is not quite clear yet. The proposal by Dr. Poole, I understand, was to use a considerable portion of this money for literary and classical education, which is not within the meaning of

the Technical Instruction Acts at all, and which is ruled outside of it by the Science and Art Department?—We think it should be thrown open, because it would bring technical education in its full sense in with it. It is used in those schools now, but with certain restrictions. We simply think that those restrictions should be taken away.

6038. What you really refer to now is the disability which the Technical Education Board of London experience in the restriction laid upon them by the Science and Art Department with regard to literature and classical languages?—The excise money should not be unusable for schools in which general Secondary Education is carried on. The idea is that it should be thrown open for reorganising Secondary Education.

6039. Of course you are aware that that is done in very many cases now by county councils?—Yes.

6040. And you merely want that to be a general rule?—We want that to be a general rule.

6041. (*To Dr. Poole.*) Referring to the plans you put forward with regard to the central educational board and the provincial council, do you not think those plans are open to the objection that they imply further separation rather than combination between secondary and primary education, as far as central and local authorities, the governing bodies, and the teachers, for each are concerned?—I do not myself think that it is too much so, with one exception, that is that the provincial council might, as Mr. Llewellyn Smith suggested just now, very possibly consist of a considerable portion of the county councils, with some experts added, thereby utilising the powers of the Act of Parliament whereby they may add certain members to the county councils.

6042. Take the case of the Central Education Board. Instead of proposing, as has been suggested to us, that the Ministry of Education should include and combine the existing central authorities for different forms of education, plus a new branch for Secondary Education, I understand you propose to set up an entirely separate central body for Secondary Education?—I did not say that I thought there would be any objection to the Charity Commissioners being merged in this body.

6043. How would you regard the proposal of a Ministry of Education or a Department of Education, as distinct from the present Education Department, which should be under a Minister of Education, which would branch off into the existing branches plus a branch for Secondary Education?—I do not think there would be any objection to that.

6044. (*Mr. Sadler.*) I think you have not enumerated the educational bodies which the Headmasters' Association would like to have representation on the central board?—I think I did mention some of them: The Headmasters' Conference, the Headmasters' Association, the Teachers' Guild, the College of Preceptors, and possibly the National Union of Teachers. Those are the names that we have down, but I do not mean to say that that list is exhaustive.

6045. And on the provincial boards the Association proposes that the local university colleges should have representation?—Yes.

6046. Some of those local university colleges are constituent members of federal universities, for instance, Owens College, Manchester, and the Yorkshire College, Leeds?—Yes.

6047. Would you confine representation on the provincial board to those university colleges which are not members of a university?—I do not think we had any intention of confining them. Our idea was that the local university colleges would represent the intellectual movement of the place for the time being, and they would be the people who had the best right to select representatives.

6048. Would you give any representation to the Universities of Oxford and Cambridge and the University of London on the board?—Yes, but I should think that Oxford and Cambridge ought to have the strongest representation on the central board.

6049. And not on the provincial boards?—Well, I do not think there would be any objection; I think it would be an advantage, and I think the Headmasters' Association would be glad to see them. In fact, I am sure of that.

6050. Has the Headmasters' Association seen its way to suggesting any criterion by which we might distinguish between those secondary schools which would come under the provincial board and those which, as I understood you to say before, would be excluded from it?—I do not know that it has ever been formally resolved, but I am sure the feeling of the Headmasters' Association is that the great public schools included in the Report of the First Commission would be excepted; I mean those schools that are, as described by our secretary, non-local.

6051. Those that are national?—Yes.

6052. Those are numerous in England, are they not?—Yes, I suppose they are, but when they become national it makes it very much more desirable that they should not be under any local control.

6053. You would wish to bring them into the general system of Secondary Education?—Yes, by means of scholarships, I should think, from second-grade schools to them.

6054. Have the Headmasters' Association contemplated the form of the connexion between those national schools and the system of Secondary Education?—No, not at present. It has not come under our consideration, but we are likely to be discussing it presently. We have had a conference with the Headmasters' Conference on the subject of what we call major scholarships, that is to say, scholarships which are to be taken from our schools to higher grade schools or to other important centres of learning, and we have agreed upon a joint committee to see whether that matter can be carefully arranged so as to suit the joint needs of both.

6055. Your joint views are all in the direction of all the schools being worked into one great whole?—Yes, one systematic whole.

6056. Am I right in thinking that the Headmasters' Association believe that a complete system of efficient Secondary Education cannot be maintained in England by private enterprise alone?—Certainly.

6057. (*Mr. Cockburn.*) Referring to the question of Provincial Councils, we have had a good many uses of the term "county councils." You are aware that there are county councils besides those in geographical counties. All our large towns have county councils?—Yes.

6058. When you use the term "county council," are you only applying it to the geographical county councils?—Yes, we are applying it to the geographical counties at present.

6059. So that I am correct in the inference that all the large towns would have to become absorbed in the geographical county councils?—Yes; I think our idea was that the geographical arrangement should take in any large towns which exist within the area.

6060. You know that the borough county councils have the power to rate for technical instruction as well as the geographical county councils?—Yes.

6061. And I understand that you would take away from them the power to levy a rate which they now possess?—You mean to rate for educational purposes?

6062. Yes?—I should certainly not give the right to rate for educational purposes to two bodies in the same area.

6063. Then you would take away from all the bodies, except the geographical county councils, that which they now have?—Yes.

6064. And how would you deal with the excise money which they now have, the three-quarters of a million scattered all through the country? Would you take that away?—That is in the hands of the regular county councils, is it not, not the borough county councils?

6065. Yes, it is in the hands of the borough county councils proportionately, they get their share according to the rateable value?—Well that is a question which I really have not thought about, and I am afraid I cannot very well offhand give an answer to it.

6066. I suppose you are prepared offhand at all events to see the difficulty which the Legislature would have in taking away powers from a large and influential local authority which have been conferred upon it?—Yes, I understand the difficulties are very great.

6067. I understand you to say that you would give to the new provincial council the power to rate for the purpose of education all over its area?—Yes.

6068. Do you think that the county council of, let us say, the West Riding of Yorkshire, could come into Sheffield and Leeds, which are city councils, having all the same powers that are vested in geographical county councils, and that those cities would submit to a rate being imposed upon their area by an alien authority? That is your proposal, I understand?—My proposal was that a rate should be levied in the county council area, and I can see that there is a difficulty in the way, but I should think it is not one that is insurmountable. A precept might be made, or something of that kind, and a certain amount of money might be raised in the towns. A rate might be levied by their own authority on a precept from the central board.

6069. It is clear that it would present a great difficulty for the legislature to begin with. We should have the whole of the borough councils up in arms against us?—I am afraid there is a difficulty in that way.

6070. Now coming down to these governing bodies of schools. You have spoken about authority being given to them to provide for any deficiency that might be clearly demonstrated to exist. Do you mean to follow something like the same lines that are followed by the Education Department with regard to elementary education, that is, simply the permission to provide such further accommodation as may be necessary for the purpose of supplementing existing accommodation?—Yes.

6071. And no more?—No more.

6072. Then suppose the public schools founded by these authorities to be come extremely popular, as they probably would, and to have larger demands upon their space than you are able to supply, would you make it possible for them to supply the further deficiency?—If the supply is sufficient for the whole district, I think it would have to remain at that.

6073. Might not that have a tendency to bolster up somewhat unsatisfactory existing schools?—The idea is that the existing schools are all to be registered, and that inspection is a necessity for registration.

6074. But I understand you to say that they would have no limit imposed with regard to their right to charge fees?—That would settle fees, I think.

6075. Do you not think you might possibly be protecting some schools which were going to charge fees which were unreasonable?—I do not think there would be very much chance of it, because I do not think the class of people who would go to these schools would pay a high fee.

6076. But you are going to protect them to this extent: they are to be protected by the provision, and no other provision is made by your scheme. Therefore, supposing one master charges five guineas more than anybody else, he is protected in doing that?—We do not compel the boys to go to that school.

6077. But what if there is no other school to go to, I suppose you want them to go to some school?—Yes, we want them to go. It is an attempt to grapple with a difficulty, and one is not sure that it will be absolutely successful. One can only approximate to it and let the supply be gradually improved upon.

6078. Then the only idea, according to your theory, would be that the boys would simply stay away from that school until the school is starved out?—They would be no worse off than they are now *plus* the additional school.

6079. You would not give the schools any compensation for goodwill?—No.

6080. And your Association would be quite prepared to accept that?—Yes.

6081. They must go to the wall if they cannot exist?—I think that must be the case.

6082. (*Dr. Fairbairn.*) Did I hear aright in your opening statement, that you said that the masters belonging to the Association had no pecuniary interest in the school, and were thus distinguished from the masters of the private schools?—Yes, that is the rule of the Association.

6083. Is that quite an accurate distinction?—I believe it to be so.

6084. Are there such things as capitation grants?—Yes, there are in every school.

6085. Do not they give a direct pecuniary interest in the school to the master?—Yes, I suppose they do in one sense. I suppose that is the form of payment to headmasters all over England.

6086. But it still gives them a direct pecuniary interest in the success of the school?—It says that the headmasters of proprietary schools are eligible. That does not exactly affect the question:—"If and only if they possess no "pecuniary interest in the company which manages the school finances." Those are the words of the rule.

6087. Now as to the central educational board, may I ask you to describe in what relation it would stand to the Government? Would it be a department?—The central educational board would not be, I suppose, precisely a department in itself; but I suppose that the whole arrangement of the Minister of Education *plus* the central education board, and, as has been suggested, the work of the Charity Commissioners at the present time, would form a Government Department altogether.

6088. Could you give any analogy as regards the working of any of the Home Departments, as to what you propose?—I do not know of one at the moment which in all respects would be exactly of the same nature. It is not very far removed from the Charity Commission, I suppose, if you can call that a department.

6089. Would you propose that the members of this board be salaried members?—I should think so. They would probably have to give a considerable amount of time, if not all their time, to the work.

6090. Then to whom would they be responsible?—They would be responsible to Parliament, I presume, through the Minister of Education.

6091. Have you instances in connexion with our Government of nominees of such bodies as the universities, incorporated educational bodies, and registered secondary teachers being salaried?—I am not aware that I have of those who are appointed in that particular way; but I do not see that there is any objection to it.

6092. It is a question, of course, of responsibility, which must go along with function and salary. If they are appointed by these authorities would they be responsible to them, or to the Government?—I should presume they would be elected for a period and not permanently, and that if they did not give satisfaction they would not be elected again.

6093. But then you have the Government paying and another, an entirely distinct body, appointing?—Yes.

6094. Do you think that that is practicable?—I do not see that it is impracticable. I do not see that there is any reason when a man is once appointed and chosen because he is competent, he should not be paid because he is appointed by a body of men, whereas in another case, he is appointed by Government. When he is appointed by the election of other people he is more likely to be well qualified than if appointed by the Government.

6095. Now to pass on to the constitution of the provincial council. It consists of nominees of the central educational board, and also, you say,

a provincial inspector *ex officio*. The provincial inspector, however, is appointed by the central board, is he not?—Yes.

6096. Then that is a double representation of the central board on the provincial board?—He is, as it were, the official of the central board according to our plan—the official *ex officio* on the provincial council.

6097. That would give to the central board very great power over the provincial council, would it not?—Certainly.

6098. With regard to the functions of this provincial board, so far as I can see, they seem to be three: the institution of schools or the issue of schemes; the power to levy and administer rates; and local inspection—are those the three?—Yes.

6099. Is there anything in these functions that need exclude from the concern of the provincial boards the great public schools?—There is not a further supply required of great national public schools, I suppose.

6100. You spare the governing bodies of all schools: they still survive?—Yes.

6101. Is there anything to necessitate the keeping outside the provincial council the great public schools?—We do not wish to include them in the proposed arrangements with regard to this question of supply, because we consider that they are national in their character, and they come outside the category of schools which it is necessary to establish; and, therefore, they would not come under the provincial council to the same extent necessarily, although they might come under it with the view to such things as inspection of sanitary arrangements, buildings, and so on.

6102. The three functions that you seem to assign to the provincial councils are not such as necessarily to exclude public schools?—One of them is necessarily to exclude public schools, because one, I think, had regard to the supply, and we do not ask for the supply of schools of that character to be increased.

6103. Then you also propose to exclude technical education?—We have not, as I understand it, now to deal with technical education in this matter.

6104. What you term "technical education," you propose to exclude from the supervision of this provincial council, and to leave in the hands of the county council?—Of course it depends upon the meaning you attach to the expression "technical education." If you mean the handicraft work and so forth, we do not propose to ask the provincial council to be in any way responsible for that; but if you allude to those subjects which are taught according to the rules of the South Kensington Science and Art Department, and what are considered to be technical subjects as far as they are concerned, it would come under the purview of the provincial council.

6105. I was going to ask then as a necessary consequence the precise scope, as regards education, of the work that would fall to the provincial councils with technical education and the great schools excluded?—The provincial council would have the supervision of those schools which prepare, not boys for trade schools, but those who are preparing for business in the sense that they require to have a knowledge of technical work of such a character as to enable them to be masters and not men. I mean that the idea that is at present in our minds is that boys of secondary schools do not go into the workman's rank, and do not go into the trade schools, but that they are being prepared for being master men, and therefore they learn the principles and not the actual manual labour. In that way one would separate the idea, and divide the technical work into two parts, which I suppose the Science and Art Department does, namely, manual work, and that part consisting of mathematics and so on. The latter part would belong to our secondary schools, and would be under the care of our provincial council, and the former would be under the county council, as at present.

6106. Now as regards the other part; what as regards liberal education?—That would be under the provincial council; but that really is very much the same as the higher technical, I take it.

6107. Then practically it comes to this, that what you would propose as a scheme of national Secondary Education is simply a scheme of modern education, or a modern education department?—It is a modern education department, but arranged in a very much more orderly and harmonious manner than at present, and with due provision to be found for those boys who wish to leave the elementary schools and go to manual labour and to give them a better chance, and to give those who are going to be masters rather than men a good education in their own lines, but still very much on the same lines as the ordinary education of a middle-class Englishman.

6108. And do you think that would be an adequate scope or scheme for national Secondary Education?—Taking it for granted that we reserve what had been spoken of as the national schools; I mean the great public schools, and with those left for those who wish to go to them, I think it would be a fair system, if it were properly carried out.

6109. (*Mr. Sadler.*) What do you mean by the great public schools?—I put them down as those in the first Commission—the nine.

6110. You would not treat Marlborough and Clifton, for instance, under that head?—Yes, we ought to treat them in the same category. It would be almost impossible to draw an exact line. (*Mr. Easterbrook.*) It would be something under 20 probably.

6111. (*Dr. Fairbairn.*) Your scheme is actually a scheme for modern and not for liberal education?—(*Dr. Poole.*) I do not think so. (*Mr. Easterbrook.*) We think the scheme for Secondary Education includes all between the elementary school and the university, but with those non-local schools left outside the usual control of the provincial boards, because they are non-local.

6112. (*Lady Frederick Cavendish.*) Will you finish the story which you began with regard to the South Shields school?—There was a school established at South Shields by the Boys' Public Day Schools Company. We were told before it was established that one was needed there very much indeed. The consequence was that we spent about 4,000*l.* in building a school. When it was built the boys did not come. We found there was a very large number of small cheap schools in the neighbourhood, some charging only 30*s.* a term, to which the boys, who it was always supposed would come to our school, went instead. Our fees were 6*l.*, and at the other schools managed to get taught for 30*s.* a term.

6113. Had you to close it?—No, it is still going on; but we had to part with it as far as we were concerned, and it was started by a fresh company belonging to South Shields. It is keeping its head above water, but not more.

RELATION OF HEADMASTER TO GOVERNING BODY.

6114. (*Chairman to Dr. Poole.*) What is the view of your Association regarding the position that a headmaster ought to hold upon the governing body of his own school?—Our idea is that he ought to have a consultative seat on his governing body, of course without a vote.

6115. Do you mean that he ought to be present at every meeting of the governing body?—Yes, with the exception of meetings where subjects are being discussed with which he is personally concerned.

6116. Then he might be asked to retire?—Yes, he might be asked to retire at any time.

6117. Would you give him the actual power of appointing and dismissing assistant masters, or would you allow an appeal to the governing body?—We should allow an appeal to the governing body. We think it is only right that there should be an appeal to the governing body, and we should also like to include in that same regulation persons who are regularly employed by the schools. It is a detail, but sometimes there are porters and people of that kind of whom it is desirable that the headmaster should have the control.

6118. Although your Association consists exclusively of headmasters, it is your opinion it would be better that an assistant master should have an appeal from the headmaster's decision?—Yes.

6119. And you would feel that in some cases it would be easier for the headmaster to dismiss an assistant, if he knew that the assistant master had an appeal?—Yes.

6120. He would feel his own hand strengthened in fact?—Yes, and it seems to us that it is only fair that it should be so. Of course, a headmaster, like everybody else, is liable to error.

6121. Still you are aware that there has been a great deal of difference of opinion upon that point?—Yes.

6122. There have been people who have thought that headmasters ought to be sovereign and final upon those matters?—Yes.

6123. I understand that you would desire to have some provision for the superannuation of a headmaster?—Yes. The reason for the insertion of that is that in some schemes there has been a provision for the headmaster to lay by a certain sum of money, the governors paying a similar sum.

6124. That is with regard to a retiring allowance; but what I want to know is this: do you think a headmaster ought to be required to retire at a certain age, as people are required to retire in the civil service?—The word "superannuation," I think, is hardly the correct word. I think it refers principally, if not entirely, to this provision for a retiring allowance. We think that if possible it ought to be made not permissive, but it ought to be regulated.

6125. By scheme?—Yes.

6126. Generally?—Yes, because it is a little invidious for the headmaster. When he proposes to take advantage of this clause in the scheme, people say that he is taking a great deal more of the public money than he ought to, and that kind of thing.

6127. And there are often, I suppose, found to be objections to making it a charge upon the salary of his successor?—Yes. I do not think it would be a charge upon the salary of his successor. This is put by by the headmaster.

6128. But there are objections to the practice which has been frequently resorted to of making it a charge upon the salary of his successor?—Yes.

6129. You would consider that not a good plan?—I should consider that not a good plan.

SALARIES OF ASSISTANT MASTERS.

6130. Are the salaries of assistant masters as a rule adequate?—They are by no means adequate, and that is one of the things which in our profession certainly requires alteration more than anything there is at the present time affecting individuals. The salaries are very inadequate, and then assistant masters are often obliged to eke out their salaries by night work, that is to say, by taking pupils out of school hours, and that sort of thing, thereby overdoing themselves. Besides, they have small hopes of promotion. There are hundreds of men who have no chance of getting on better than they do at present.

6131. There are only three ways of increasing salaries of assistant masters: one, is to take it out of the headmaster's salary, another is to raise the fees, and the third to get an additional sum from endowments or rates?—Yes, quite so. I think the principal reason why we have made mention of this point in our evidence is that we hope in future when schools are established there will be a sufficient amount to pay assistant masters properly, and then they would not be started at a starvation income.

6132. You think that the schemes ought to make more ample provision for the due salaries of assistant masters than has generally been made?—Yes.

6133. Can you make any suggestion besides that of making better provision in the schemes as to the source whence better salaries for

assistant masters may be drawn?—I do not see exactly where it is to come from, unless it should be either by the old means of the rates or else by charging a higher fee. I think if the headmaster's salary were divided amongst the others it would be very little amongst so many.

6134. (*Mrs. Sidgwick.*) Can you give us any information with regard to what the salaries are?—In a great many schools there are masters who are not receiving more than 100*l.* or 120*l.* a year, and there are a considerable number of younger people who are receiving still less. I know several cases in which they are receiving 60*l.* and 70*l.* a year.

6135. (*Mr. Fenwick.*) In those cases is board and lodging included?—No.

6136. (*Mrs. Sidgwick.*) Are those cases of men with degrees?—Sometimes. Of course in the case of younger people it does not matter so much, because one hopes that they will get on; but one does not like to see it in the case of the older men.

6137. Who never rise above 100*l.* or 120*l.*?—That is so.

6138. (*Mr. Cockburn.*) Is there any proportion of those men in orders?—Some few.

6139. (*Chairman.*) If in orders they would very likely be able to add a little to their salary by taking occasional duty?—They do so, but at the same time it is a very unsatisfactory way, from the point of view of the school.

6140. And they would probably look forward to getting a living?—Yes, but that would not be very much more than their salary in many cases.

6141. At any rate it would give them a house?—Yes, that would be so. Taking occasional duty is not desirable from a school point of view. It tires men and takes the freshness out of them.

6142. Do you find that they remain in the profession with such very small salaries as you have mentioned after the age of 35?—I have in my own school many who are getting salaries lower than their deserts, and many of them have been in the school 20 years.

6143. (*Mrs. Sidgwick.*) Married men?—Yes.

6144. (*Mrs. Bryant.*) And good teachers?—Yes. Well, they are all at least efficient, otherwise they would not have been at it.

6145. (*Mr. Cockburn.*) And these facts that you have been giving us exist, notwithstanding the fact that your school is one of the most richly endowed in the country?—Yes, it is richly endowed, but our fees are very low.

6146. If that is the state of things in your school it is no doubt worse in many others?—Yes, it is worse in many others.

6147. (*Dr. Fairbairn.*) Are these men university men?—Rather more than half of my staff are university men, and some of the others are on their way to being graduates.

6148. However, as regards their clerical work, or academical work, you do not encourage outside work?—I do not encourage it; but I do not like to say that a man whose income is so small should not undertake other duties, so sometimes he does so.

6149. (*Chairman.*) You had adverted to the very low fees in Bedford School. That might be due to the fact that the school at one time was altogether free?—Yes, it was altogether free.

6150. And therefore it might be difficult to raise the fees to a point which you might think desirable?—There would be considerable difficulty, I know. Of course the very fact of its being what it is is the reason of bringing people to Bedford to have the advantage of the education.

6151. (*Mr. Hobhouse.*) What is your fee?—4*l.* a year up to the age of 16. It is 6*l.* after 16, and from 17 to 18 it is 9*l.*

6152. (*Mrs. Bryant.*) What does the endowment give per head?—Speaking roughly, the fees amount to about 2,000*l.* a year and the endowment produces about 4,600*l.*

6153. ((*Mr. Cockburn.*) For how many boys is that?—620.

6154. (*Dr. Fairbairn.*) Yours is really what would have been called by the old Commission a second grade school?—Yes, a higher second grade school.

6155. (*Chairman.*) Those fees that you have mentioned, except as regards the 4*l.* fee, are lower than the Schools Inquiry Commission contemplated as the fees for what they called first grade schools?—Yes. The fees were put as low as possible in order that the school might prove an attractive place for people to come to for educational purposes.

6156. And it was hoped that it would recoup itself by having a larger afflux, and thereby be stimulated?—Yes.

6157. (*Mr. Cockburn.*) We have had it stated that Secondary Education of a very good quality can be made self-supporting apart from buildings and the provision of scholarships at from 3*l.* to 4*l.* What would you say about that?—I should say that it could not possibly be done under 10*l.*, and about 12*l.* would be nearer the mark.

6158. That was said about children under 14 years of age?—That makes a difference, but just let us calculate. Supposing there were 30 boys in a form, a teacher could not teach more than 33 or 35—35 would be a desirable number; multiply that by four, and you have only 140*l.*, of which 100*l.* might go to the master, and there is only about 40*l.* left for the share of the extra masters, such as drawing master and so on, cleaning the school, fire, gas, coals, and so on.

6159. Have you any idea as to what is the lowest fee which could be regarded as enabling a school to be self-supporting?—Yes, I am prepared to make a suggestion, but of course it varies a good deal with the size of the school. I think for an ordinary school of fair proportions, about 7*l.* a head for assistant masters and 3*l.* for other things would about do it. About 10*l.* a year would be sufficient.

6160. That is apart from the provision of buildings?—Yes, that is apart from the provision of buildings.

6161. And apart from all scholarships?—Yes.

6162. (*Mrs. Bryant.*) What you tell us about Bedford comes to more than 10*l.* a year, does it not?—It is 10*l.* 13*s.*

6163. (*Chairman.*) Then would your view be that every scheme should provide a certain sum to be set apart out of the capitation fees for the salaries of assistant masters, or how would you provide it?—I should provide it by one of the two plans I mentioned before. I do not see any other way. First a rate, and secondly by raising the fees.

6164. That is not quite my question. How would you allot, in the scheme, the portion of the income of the school which would go to the salaries of the assistant masters, so as to provide that in the varying demands which are made upon the school fund they should not be neglected?—It might be possible to arrange on a plan of so much per head per boy.

6165. Have you anything to add to what was said before the House of Commons, and what is said in the memorandum, with regard to the registration of teachers?—I hope that the paper is clear. If it is understood clearly, I do not know that I have anything to add to it.

6166. Have you anything to add generally, on behalf of the Headmasters' Association, to the points upon which we have examined you?—I do not think so.

6167. (*Dr. Wormell.*) Where do the boys who attend the Bedford School come from? Does not the cheapness of the school lead to many of them

coming from great distances?—Yes. It might be interesting for the Commission to know where some of them come from. In nine cases out of ten these are boys whose father is abroad and the mother has come to live at Bedford. We have boys from South Africa, Siam, India, China, the Straits Settlements, the United States, Chili, the Argentine, Brazil, Honduras, Russia, and France. Then we have 100 boys who come in from the country.

6168. (*Mr Hobhouse.*) What distance do they come?—Some of them come 20 miles. Some come from Luton and Wolverton.

6169. Do you find that that amount of travelling detracts from their mental faculty?—I am afraid it does to some extent.

6170. It takes something out of them?—Yes, it takes a great deal out of them.

6171. I see your committee have passed a resolution with regard to scholarships. A committee has been formed to take action on those resolutions, has it not?—Yes, a joint committee with the Headmasters' Conference, and several other educational bodies. (*Mr. Easterbrook.*) We have minor scholarships for boys from elementary schools to secondary schools, and then we have a scheme not yet quite completed for intermediate or higher scholarships for boys continuing their education in secondary schools or passing from secondary schools to other places of education.

6172. But my question is this: Have you not appointed a committee, in common with certain other bodies, to secure uniformity in the scholarship system?—(*Dr. Poole.*) Yes, we have.

6173. On the committee there are represented not only certain bodies of headmasters and headmistresses, but also representatives of the Oxford and Cambridge Local Examination Boards?—Yes.

6174. Your object, I take it, is to secure a uniform system of scholarships under a joint body, first from elementary to secondary schools, and then from secondary schools to schools of a higher grade?—Yes.

6175. I suppose you hope that the various local bodies awarding these scholarships, or proposing to award them, will adopt your system?—Yes, we are hoping so, and I think with every chance of success. Perhaps it would interest you to know that at the first examination that we held under that arrangement there were 503 candidates. In January the number of 503 increased to 1,172, and in May 1894, which is just over, we had 2,161 candidates examined.

6176. For what bodies did you examine these candidates?—The minor scholarships were from elementary schools to higher schools.

6177. My question was for what bodies did you conduct these examinations?—(*Mr. Easterbrook.*) For the London Technical Board—for schools like my own, for example, and for schools which have entrance scholarships to give, and for several other technical boards. (*Dr. Poole.*) There were some nine or ten County Council Technical Boards for whom we examined.

6178. No examinations have been held under your system for higher scholarships?—(*Mr. Easterbrook.*) Yes, one is going on this week for the intermediate scholarships of the London Technical Board. It is being carried on by the Headmasters' Association. It is the first one of the series.

REGISTRATION OF SCHOOLS.

6179. (*Chairman.*) I understand the view of your Association to be, that not only ought teachers to be registered, but that schools ought to be registered?—Yes.

6180. And you think that the registration of a school ought to have regard not only to its building, and all the arrangements connected with its buildings, but also to the educational apparatus and staff?—Yes. We think that ought to come under the purview of any registration or inspection of schools.

6181. You would have, in fact, in the register kept under the authority of the provincial body, or the central body, whichever it might be, these particulars set forth?—Yes.

6182. What do you think the particulars ought to be?—The particulars ought to be the building, the size and airiness of rooms, and a sufficiently large playground for the boys to be able to exercise.

6183. And, if possible, a gymnastic apparatus?—If possible, a gymnastic apparatus certainly. Then that the sanitary arrangements should be complete in every way, and that the general equipment with regard to educational apparatus, such as maps, blackboards, and so forth, should al be sufficiently good.

6184. And in the case of some schools such a thing as a physical or chemical laboratory?—Yes, but what we have put down are rather those things we considered absolutely necessary. Of course a physical or chemical laboratory would be desirable in any well-equipped school. There should be a sufficient number of masters, and they ought to be properly qualified, and, when the day comes, should be registered, and the proportion of boys for the regular staff of masters ought not to be too large in my opinion. We think that the proportion of boys to the whole staff ought not to exceed 24; but as far as form teaching goes, 30 or 35 boys to one master might not be amiss.

6185. That would depend upon the class of school?—Yes; that would depend upon the class of school. I think you cannot do thorough justice to boys if you have more than 30.

6186. (*Mr. Cockburn.*) Would you have all these conditions absolutely as binding upon private and proprietary schools as upon other schools provided by the provincial authority?—I think those points I have just mentioned ought to be absolutely binding upon any school.

6187. (*Chairman.*) When you say "binding," do you mean binding upon every school admitted to registration, or do you mean you would compel every school to be registered with regard to those points?—I should like to compel every school to be registered.

6188. What is the view of your Association. Do they propose that this shall be enacted for every school, or that it should be open to schools to come in and be registered?—That it shall be open to schools to come in and be registered.

6189. Perhaps they think that after a certain time registration should be compulsory?—On behalf of the Association I think I may say that they would say so. Of course it is no use to say things which one knows cannot well be done, so we put down the more moderate form.

6190. (*Mr. Cockburn.*) You have said that certain schools might be regarded as supplying sufficient accommodation for the district, and that only beyond those schools should it fall within the province of the authority to provide others. In the case of those schools which are to be so recognised, and which are to include increased provision, you would compel them to come in?—Yes; they would not be eligible to be recognised unless they were registered.

6191. (*Dr. Wormell.*) You would have compulsory registration of teachers?—Yes.

6192. And voluntary registration of schools?—Yes, subject to making it, if possible, some day or other compulsory.

6193. If a school does not choose to be registered you would leave it out of account altogether?—Yes.

6194. (*Mrs. Bryant.*) With regard to particulars, is it your meaning that on the register there should be stated the figures corresponding to these facts? First, for instance, would you state the number and size of the rooms, the size of the playground, and so on, the number of fully qualified teachers in the particular school, and the proportion of boys to teachers, and so on? Is it your idea that the different schools would

be differentiated from one another on the register by reference to these particulars?—I should have thought it was sufficient if these schools were passed by the authority who had the inspection of them. The size of the rooms would be misleading a little sometimes, because it would depend upon how many pupils you put into them.

6195. (*Chairman.*) Where should the register be kept? would it be kept by the provincial authority or the central authority?—We think it is part of the provincial authority's business to look after that.

6196. (*Dr. Fairbairn.*) You would have this difference as to the size of rooms, and the proportion of boys and teachers on the staff definitely incorporated in a Bill?—Yes, I think so. You mean in a Bill before Parliament?

6197. Yes?—We certainly would have it compulsory to be registered. And I presume it would be stated that registration meant that these rules were complied with. In fact persons would not be registered unless they had complied with these rules; but I should think the enforcing of matters of detail would be left to the provincial council, if there were one.

6198. (*Mr. Hobhouse.*) You would not contemplate such a rigid system of sanitary and other requirements as is laid down by the Education Code in the case of elementary schools?—Not in the same sense, certainly. I should like to see it with regard to cubic air space, and so on.

6199. You think that general rules might be laid down about air space?—Yes.

6200. And with regard to approval generally of individual schools it had better be left to the local authority?—Yes.

RELIGIOUS INSTRUCTION.

6201. (*Chairman.*) Have you any observations to offer on behalf of the Headmasters' Association, or in respect of your own individual experience, with regard to the giving of religious instruction in schools?—I cannot say I have any to give on behalf of the Headmasters' Association. We have discussed the question on one occasion, and it produced so much expression of feeling of one kind and another, that it was thought better to pass on to the next question, and we did so. As far as I myself am concerned, I have never had the slightest difficulty in regard to religious instruction in my own school. In 17 years I have had 10 boys who availed themselves of the right to be excused from religious instruction by a written letter from their parents, and those were either Roman Catholics or Jews. (*Mr. Easterbrook.*) I have never had the least difficulty. I simply excuse all the Jews who attend the school. I have never had any application for any to be excused except the Jews, and the Jews attend our Old Testament lessons.

6202. What is the nature of the religious instruction you give?—The Old Testament and the New Testament, with commentary; in the lower classes the Commandments are committed to memory.

6203. But you do not teach any formula of any religious denomination?—No. (*Dr. Poole.*) We never teach any dogmatic teaching.

6204. And you have not found any difficulty arise on that basis?—No.

6205. You have found that all Christian denominations, except, of course, Roman Catholics, are willing to accept the teaching you give?—Yes.

6206. (*To Mr. Easterbrook.*) And that is your experience?—Yes.

6207. (*Lady Frederick Cavendish to Dr. Poole.*) Do you teach the whole of the New Testament?—We do not teach the Gospel according to St. John. (*Mr. Easterbrook.*) The Gospel according to St. John is not set for the usual examinations.

6208. (*Chairman to Dr. Poole.*) Would it be possible for your Association to favour us with some statistics regarding the salaries paid to assistant masters, the fees charged, and so on?—Certainly. If you will write to the secretary a formal letter, I think he will send all the information you require.

6209. (*Mrs. Bryant.*) Are the statistics already collected?—No, but they can be collected.

6210. (*Mr. Cockburn.*) Your general statement, I think, is that, in your opinion, 7*l.* per child ought to be adequate for providing the assistant teaching power?—Yes.

6211. In a second grade school?—Yes.

6212. (*Mr. Yoxall.*) I do not think we have had an expression of opinion from you in favour of a pension scheme with reference to assistant masters in secondary schools?—I feel very strongly about the desirability of that pension scheme. The Headmasters' Association has inaugurated a pension scheme, and the general effect of it is that a man can secure to himself about 55*l.* a year if he begins to insure when he is 20. He can secure 55*l.* a year at the age of 55. The hope is that governing bodies will assist to pay that.

6213. On the part of the Association you would strongly advocate that?—Yes. At present we have 70 masters who have gone in for it.

6214. (*Dr. Fairbairn.*) With regard to religious instruction, what in your opinion would be the effect of introducing specific formularies, or other forms of dogmatic instruction in your schools?—I for my own part think that the general result would be the absenting themselves from religious instruction altogether of a very large body of Nonconformists, if I have understood this question rightly.

6215. And that would be extremely undesirable, in your opinion?—Yes, very undesirable.

6216. (*Lady Frederick Cavendish.*) Are you aware that in the schools of the Church Schools Company, which teach the full Anglican doctrine, there are very few exemptions under the conscience clause?—That I did not know. The Church schools are mostly boarding schools, are they not?

6217. No. They teach the Prayer Book, and they have a conscience clause. There are exemptions, but very few?—I cannot say that it would be so, but I have not tried it. Of course Bedford is a place which is rather strong in nonconformity.

6218. (*Dr. Fairbairn.*) Because the difference is between public schools and denominational schools?—Are the Church schools confined to Church people?

6219. (*Lady Frederick Cavendish.*) Nobody is excluded. They are known to be Church schools, but they are day schools, and they are attended by various denominations, though, of course, the great majority is composed of Church people.

6220. (*Dr. Fairbairn.*) May I ask whether Dr. Poole or Mr. Easterbrook have communications from parents of boarders prior to entry relative to religious instruction?—(*Dr. Poole.*) I do not think I ever remember having any with the one exception which occurs periodically, that Church boys ask to be prepared for confirmation, and sometimes when a boy is brought the parents ask what the religious instruction is. (*Mr. Easterbrook.*) I have never had any.

6221. (*Mr. Yoxall.*) I suppose we might take it that you would deprecate the appointment of teachers, or at least assistant teachers, depending upon their fulfilling any religious formulary, or giving any dogmatic teaching?—Yes.

6222. (*Dr. Fairbairn.*) As a result of this, you have had as little trouble with boarders as you have had with day scholars?—Yes; in fact in one sense I have had almost less, because I have had two Roman Catholics in my own house who began by not coming to prayers; but they afterwards obtained leave from their priest and came to it all.

Dr. Poole withdrew.

Sir BERNHARD SAMUELSON, Bart., M.P., called in and examined.

6223. (*Chairman.*) You were chairman, I think, of the Technical Education Commission?—Yes.

6224. Which issued a long report several years ago?—Yes.

6225. And you have since then been chairman of the Technical Committee of the Oxfordshire County Council?—Yes, I am at this moment.

6226. And you have always taken a very warm interest in technical education?—Yes.

6227. You view, I suppose, with satisfaction the grant of a considerable sum under the Act of 1890 to the county councils for the purpose of promoting technical education?—Yes; I think it is doing considerable good.

6228. But I believe your view is that there should be a somewhat wider discretion given to the county council in the application of those funds?—Yes; I think that in some instances we are really giving the fund to technical education under a false pretence. We are obliged to be satisfied with a very small amount of technology where we are anxious to assist a school.

6229. Would it be an improvement if the county councils were empowered to aid Secondary Education generally as well as technical education?—I think that in all cases where county councils aid Secondary Education some technical education should be present, not because I should not be glad to see Secondary Education aided out of the public funds, but because I think the allocation which has been made in the present instance could not well be diverted without giving rise to very great controversy.

6230. Therefore your practical suggestion would probably be that the county councils should continue bound to allocate a portion of their fund to technical education, but if they thought there was some money over, which might be bestowed advantageously upon general Secondary Education, they should have power so to bestow it?—No, I should hardly go so far as that. I should say that in all cases, since the fund is properly a technical education fund, unless it be given to the rates—wherever that fund is devoted to education, it should be to institutions in which some technical education is given; but I should not insist upon that technical education being in all cases to the same extent.

6231. Your view would be, then, that the money ought always to be supplied in respect of institutions that were giving technical education, but it should not be confined specially to technical education at one of those institutions?—No; that is the view I take, and I should like to go further than that, and I should feel disposed to say that I would not aid technical education—when I speak of technical education I mean Secondary Technical Education—unless some general education were present, because I do not think technical education can be effectively given unless it is combined with general education.

6232. And you think that scholars would make a much more rapid progress in the higher technical subjects if they had the foundation of a good general education to build upon?—Most decidedly; and not only that, I think that for higher technical education good general education is absolutely necessary.

6233. I think a recommendation to that effect was made by your Commission?—I think it was, but perhaps Sir Henry Roscoe will have a much clearer recollection of the subject than I have.

6234. (*Sir Henry Roscoe.*) The words to which the Chairman referred are these: "The best preparation for technical study is a good modern secondary school."

6235. (*Chairman.*) Do you think that the somewhat uncertain nature of the present grant to the county councils is at all an obstacle in the way of

the judicious employment of it?—Yes, most decidedly, because it compels us to throw sops to Cerberus in order not to be prevented from being outvoted and having the fund allocated either wholly or in part to the reduction of the rates. We have had two contests in Oxfordshire on this very subject, and fortunately we have been able to retain our hold upon the fund; but we are constantly in dread of some mischief of that kind being done. The result is that we are obliged to spread our funds over a different area—I will not say a larger area, but a different area from what we might otherwise do—and that we contribute funds to objects that are not quite so worthy of support as some of the others which we would like to encourage.

6236. That is to say, in fact, you are obliged to have a greater regard for the local demand in particular places than is desirable in the interests of the main object of the grant?—Yes, and to local demands even to this extent, that some of the districts say to us: "We want a share of this money," and when we ask them what they want it for they are unable to tell us.

6237. In other words, the thing that you are obliged to think of first is the locality where it is to be applied rather than the utility of the application?—To a great extent that is so.

6238. Then what you would desire to see, I presume, is not only the permanence of the grant itself, but also the definite consecration of the grant to the purposes of education?—Yes. The definite consecration of the grant to the purposes of education.

6239. There are now two sources of uncertainty: the one whether the grant itself will last, and the other whether in the discretion of the County Council they will withdraw it altogether from educational purposes?—I have no fear of the grant not lasting, but it is the uncertainty as to its being applied, and the fear of its not being applied in the way I should like to see it applied, and our being obliged to give heed to local prejudices, which I look upon as the two great evils which I should like to see remedied.

6240. You have of course watched the way in which the county councils generally are applying the money?—Yes.

6241. Would you say that on the whole, although there may be occasional mistakes made and sums misapplied, the application has been beneficial?—Yes, I think that on the whole the application has been beneficial, but I think also that many county councils, whether for the reason stated or for some other reason, are aiding too many things instead of thoroughly aiding a more limited number.

6242. Are you disposed to think that on the whole the best general plan would be to aid institutions rather than to scatter the funds over a variety of small applications?—Yes, I should think that would be generally the best application, but that must depend upon the conditions of each locality to a very great extent.

6243. What extension and meaning would you give to the term "technical education"?—I should include everything which prepares a man or a woman for the walk in life which he or she intends to pursue.

6244. Would you have that technical education given in separate technical schools, or would you have it given in what may be called the technical departments or classes attached to secondary schools?—Decidedly in the latter way.

6245. What do you conceive to be the advantages of that plan?—The advantage is one which I have already stated. I consider that technical education is imperfect, unless it is combined with general education.

6246. And you think that that would be better effected if the technical instruction was given in the same school as the general Secondary Education?—Certainly. I do not think it can be effected in any other way unless you gave such an extension to the term "technical education" as to include general education, which of course would be begging the question.

6247. You have given us a definition of what you take "technical education" to be?—Yes.

6248. That definition is a little more exact and narrow than that which the statutes and regulations now give us, because under them a great many subjects which one would hardly call technical are included in the technical education?—I was speaking of Technical Secondary Education. Many subjects would come under the head of technical education which would not come under the head of Technical Secondary Education which I suppose is the subject that you would like me to give evidence upon. There is the technical instruction of adults, and that I have left out of the purview to-day.

6249. You desire to speak of the education to be given to young people?—Yes, to young people.

6250. And therefore you would not wish to be taken to mean that technical schools for adults might not be distinct altogether?—That might be so.

6251. At what age do you think Secondary Technical Education ought to be begun?—That is a very difficult question. I have not much faith in technical education in a primary school unless it be merely some teaching of object lessons, and therefore if there were capacity on the part of the pupil, I should be very glad to see the education commenced at a very early age in secondary schools, or rather in the preparatory department of secondary schools.

6252. I suppose so much technical instruction as is involved, for instance, in the handling of tools or in learning the very elements of science may begin pretty early?—Yes, but they must be the merest elements of science, I think; and with regard to the handling of tools I do not think it is of much use beginning too early until the hand is somewhat formed. I think that is almost a waste of time with one exception, and that is drawing. I should begin drawing at a very early age.

6253. Drawing. I suppose, you would say might be taken as early as seven or eight?—I should say that drawing and writing ought to be taken at the same time.

6254. Do you think that the use of carpenters' tools might be taken as early as 9 or 10?—I think the chances are that children that have a love for it would begin it without any instruction at all, but I think where exact measurements are involved, or anything of that sort, it would be of very little use to begin at a very early age.

6255. (*Sir Henry Roscoe.*) I understand you to say that county councils may be empowered to aid Secondary Education in schools the curriculum of which includes technical instruction, and not simply to grant aid to technical instruction in such schools?—Yes, that is so.

6256. I should like to ask whether, for the organisation of Secondary Education, you consider that the county councils themselves are strong enough, or would you desire to see a new body such as some have recommended formed for the purpose of taking over Secondary Education in the county council districts?—I think to constitute any such bodies would involve a great deal of friction and would accomplish very little good. I see no objection to the county councils being aided by experts, and even appointing, as I believe they have power to do, committees containing experts who should have power to do almost everything except to vote funds.

6257. But you are against having any distinct executive body independent of the county council?—Yes.

6258. And do you think that the areas of the counties are sufficiently large, or are they too large to work satisfactorily?—That depends upon the size of the county. I think that Lancashire, for instance, might very fairly be sub-divided. On the other hand, there may be some counties, although I could not place my finger upon them, which would be better

amalgamated with others; and, again, as regards county boroughs, I do not think that the mere term "county borough," enables you to determine whether the area is a desirable one, because some county boroughs are comparatively small, and others, again, are so important that no doubt it is desirable that they should be independent.

6259. You mean to say that there may be cases in which it would be desirable to fuse the county boroughs with the county itself?—Yes, or to fuse them with adjoining boroughs which are not county boroughs. I think those are questions which should be judged upon their merits.

6260. Who is to decide upon such a question as that? Are we to have a General Central Council of Education to decide matters of that kind, or are the county councils to decide it amongst themselves, or what proposal would you make with regard to that?—You will find it in the answers I am prepared to give to the queries which have been circulated, that I am altogether opposed to any central educational authority except the Minister of Education.

6261. That being the case, you consider that the arrangements might be come to by the counties themselves?—Yes, I think the best thing to do would be to leave it to them. The Minister of Education might very well advise and stimulate local bodies towards fusion where fusion is desirable, and I think I would give the Minister power to divide counties which were too large for the adequate administration of education.

6262. (*Mr. Hobhouse.*) I suppose you would agree that there are a good many districts where new secondary schools are required?—Yes.

6263. And you would give your county bodies power to establish those new schools?—Certainly.

6264. Only you would provide that in any of these new schools that were set up, there should be a certain amount of technical education?—Yes.

6265. Do you think that these new schools should be self-supporting as regards fees, say, that the parents should bear the whole cost of education?—No, certainly not; because I think that schools on that footing are almost impossible, if education is to be given by competent persons in sufficient number. I mean by a sufficient staff.

6266. What should you think is the proper minimum fee for what we may call third grade schools?—I assume you to mean for a secondary technical school giving general instruction. We have established a school at Banbury, which is aided by a penny rate from the Banbury Council, and by a grant of 500*l.* a year from the county council of Oxford. Our minimum fee is 4*l.* 10*s.* per annum, but then we have a large number of scholarships which give education free, some of them founded by the county, others by the borough, and others by individuals. But I believe it is quite hopeless to think that good Secondary and Technical Education can be given without some aid from public funds.

6267. What would be the cost of the education of a boy in such a school as you are speaking of?—I do not think we have sufficient experience to tell that in the case I have named, the school was only opened last October.

6268. But, generally speaking?—That depends, again, upon the size of the school, the larger the school, the smaller the cost per head, which would be sufficient.

6269. But as a rule you would not put it at under 10*l.*?—No, certainly not.

6270. When the buildings have been provided?—When the buildings have been provided.

6271. Do you think that the evening continuation schools, which are now aided by the county councils, are proper objects for assistance from the technical grant?—I have not given that subject much consideration, because I have not made up my mind as to the principle upon which those schools

should be established and the extent to which attendance should be enforced.

6272. You are not prepared to give evidence upon that?—No, I am not.

6273. (*Dr. Wormell.*) Have you had any experience of the way in which skilled workmen taught their apprentices up till recently?—There has been very little teaching by skilled workmen to apprentices within my time.

6274. Do you know how far trade schools at present—the few that are founded—are supplying the place of the old apprenticeship system?—I am not acquainted with any of the trade schools in England, but I have visited the principal trade schools on the continent and I have a very bad opinion of them.

6275. (*Dr. Fairbairn.*) Which part of the continent?—In France especially.

6276. Would that apply to the German schools also?—There are no trade schools properly speaking in Germany. I have not seen a single trade school in Germany.

6277. What do you mean by trade school?—A school in which a trade is taught. When I say there are no trade schools properly speaking in Germany, I must except one or two schools in Westphalia. I must say that in those schools a great deal of money is applied to very little practical purpose.

6278. (*Mr. Sadler.*) Do you think that public aid is required for secondary schools in which no technical instruction is given?—Yes, I do.

6279. Would you bring such schools under the regard of county councils?—That is a question which I have not considered. It would depend chiefly upon whether the county councils were contributing funds.

6280. What guarantee of efficiency would you require from the school as a condition for contributing funds?—Such a guarantee as we should have had in regard to technical schools in London whilst you fulfilled the function of adviser to the London County Council. That is to say, inspection certainly by the county council and inspection exercised by a competent officer. In addition to that I should be glad to see inspection from another quarter, which I shall refer to in the second part of my evidence.

6281. With regard to endowments, would you care to give the county authority power to treat educational endowment within the county as a liquidated fund?—No; I think it would give rise to a great deal of heart-burning.

6282. Do you think it would be better to leave them alone?—Except with the consent of the trustees, or, in case of need, of the Charity Commissioners.

6283. (*Dr. Fairbairn.*) You speak of technical education as to a large extent including literary?—Yes.

6284. And you would have both branches taught in one school?—Yes.

6285. Would you put both under the same authority—the county council?—Yes; if aided by the county council. When I say under the authority of the county council, of course I do not mean that I would supersede the governing body of the school; but that there would be some representation on the governing body as safeguarding the county council.

6286. Perhaps you would kindly indicate to us, then, the relation between the governing bodies of schools and the county councils?—The governing body would continue to be the governing body; but it would contain an element supplied by the county council.

6287. Would the county council require certain conditions to be fulfilled by a school before recognising it?—Before aiding it.

6288. Or allowing scholarships to be held at it?—Yes.

6289. You have spoken about the county council being under the necessity of throwing sops to Cerberus. Do you think that a body under such a necessity is quite a satisfactory body for the purposes of Secondary Education?—I have never known any body yet that was quite satisfactory; but I think the county council would be a very much more satisfactory body if it had not the constant fear of the funds, which we say are intended for education, being diverted to the reduction of the rates.

6290. Would you have in any branch or section of the county council set apart for the purposes of administering education other members from without, specially concerned in education, added to it?—I have said that I should be very glad to see committees consisting of members of the county council aided by experts in education, and that I would to such committees entrust the management of technical education, except so far as the voting of funds is concerned.

6291. Would you have that made independent of the will of the council or dependent on its will?—Dependent on its will.

6292. Not legislatively enforced?—Not legislatively enforced; but it is now, I believe, legislatively permitted.

6293. (*Mrs. Sidgwick.*) Have you any means of estimating what proportion of the population ought to receive a Secondary Education?—There have been estimates, but I cannot say that I am intimately acquainted with them, and I certainly should not be able to give any opinion as to whether they were correct or not.

6294. Is the number who take advantage of Secondary Education affected by the scale of fees charged?—Yes, I think so.

6295. Then on what principle are we to determine the scale of fees?—On the principle of being able to obtain a reasonable number of pupils, which would vary in various localities. If the fee were too great the pupils could not afford to pay it, and therefore that would be found by experience, and the experience of one locality would be of use to similar localities.

6296. The object then would be to get a sufficient number of pupils to make a good school?—Yes, unless you have a sufficient number of pupils you cannot have a good school for various reasons, as every one who is acquainted with education must know. You cannot have efficient classes nor efficient teachers.

6297. So you would be disposed to draw pupils into schools who would not necessarily profit by it in order to make the school a success?—I should not say that, because I believe that all who went there would profit by it, on the condition that a certain amount, and a considerable amount of literary instruction is given in every successful school.

6298. Do you think it is desirable to have free secondary schools in any district?—No.

6299. You would always charge some fees?—I would always charge some fees.

6300. With what object?—With the object of not inducing too large a number to attend a secondary school. I think that the large technical schools on the continent—I am now speaking of the higher schools, but of course the same thing holds good of secondary schools—have done a great deal of work, but I think the mere multiplication of them has done too much harm.

6301. So that it is possible to supply too much education?—Yes, too much Secondary Technical Education.

6302. Then you think that the amount to be supplied in each place is a matter of empirical judgment?—Yes; I think it would vary in almost every locality.

6303. There is no principle to guide one at all?—I do not know of any.

6304. (*Sir Henry Roscoe.*) You have already stated your opinion that distinctly technical instruction should not be given in a separate technical school?—Yes.

INSPECTION AND EXAMINATION.

6305. Will you favour us with your views with regard to inspection?—I have said already that I think that county councils should employ competent persons to inspect and, perhaps, also to examine. I should be glad also to see the system of inspection as carried on now by the Science and Art Department extended, but I would not make it compulsory. I would not compel a county council to allow an inspector of the Science and Art Department to enter the school. When I say the Science and Art Department, I mean the Education Department, because I think it would be very desirable that there should be a closer connexion between Whitehall and South Kensington.

6306. You mean that you consider that it may be desirable that the county councils themselves should do the inspection?—I think it is absolutely necessary that they should do so, because, unless the numbers of the inspectors of the Government were legion, I do not think the school could be sufficiently inspected by Government inspectors.

6307. It has been suggested to us, that it might be desirable that the county inspector—a high-class man—should form a part of the Board of Secondary Education, and even have a vote, that he should be the expert, and sit on the committee. What do you say to that suggestion?—I am afraid, if that were the case, he would sit on the committee in another sense.

6308. Do you think the universities should conduct the examinations, or would you have the examinations conducted by the authorities themselves?—We find it extremely useful to be able to obtain competent gentlemen, members of the university, to conduct our examinations in Oxfordshire.

6309. And you think that universities would be able to carry out that throughout the country?—I have not considered that. That would depend upon the zeal of the members of the universities.

6310. And the demands made upon them? Well, if you say to carry it out throughout the country, of course the demand would be universal.

6311. Have you anything to say as to the age at which children should leave elementary for secondary schools?—As regards that, my feeling is that it is not a question of age at all, but it is a question of the intellectual fitness and advancement of the children.

6312. Do you refer to an age being fixed for the entrance of children into any secondary school?—Yes, I should rather object to any age being fixed. Having fixed the age of 13 years for entrance into the Banbury Technical School, we now find that we have done an undesirable thing, and I hope to see it remedied by our governing body.

6313. In what way would you admit the children?—Would you admit them by examination?—There should be some examination.

6314. And children having been able to pass certain standards should be admitted?—Yes.

6315. Would you take into account the recommendations from the school where they have been hitherto placed?—That recommendation would consist in the rank which they had attained in the school. But I may say generally that I should like them to come in as early as possible, because I should be glad to see in each technical school, or in connexion with one or more technical schools, a preparatory department, because I believe the education in such a preparatory department of a technical school would be

more efficient in preparing children for a Secondary Technical Education school than the education which they receive in an elementary school. I may mention, further, that, roughly speaking, I should say children who have passed the Fourth Standard in an elementary school ought to be free to enter the preparatory classes of a secondary technical school.

6316. And do you think that there would be an inducement to a very large number of children to come there?—There would be a greater inducement than there is at present, and I think that would be an advantage. That is what I should aim at. I am afraid that if you do not admit children till they are 13 or 14 years of age, they would not only be less well prepared, but also you might lose some of your more promising subjects,—that they would never enter the school at all; they might go to proprietary schools of an inferior description where they would be taken at the age of nine or ten years, and where the parents would believe they were getting as good an education as in a public secondary school.

6317. Only a few of the parents of the children of the Fourth Standard would be able to pay the fee. Would you assist them by scholarships or otherwise?—Yes, I say it would be necessary to assist them by scholarships.

6318. Given by examination?—Yes, granted by examination.

OBJECTIONS TO A CENTRAL EDUCATIONAL BOARD.

6319. Now will you give us your views with regard to the central board?—The question of the central board was discussed by the Duke of Devonshire's Commission on Scientific Instruction and the Advancement of Science, and the opinion of many influential members was strongly in favour of a central board, but I did not agree with them then, and I do not agree with them now.

6320. What are your objections to a central board?—My objections are twofold. In the first place, that by constituting a permanent board you would not have the best men *ad hoc* to advise the Minister. They might be very good men on certain occasions, and not so good as men whose advice might be obtained on other occasions. That is one objection that I have; but I have a still stronger objection. I think anything that would detract from the responsibility of the Minister would be a very great evil.

6321. The first objection might be got over by making the post held for a limited number of years, might it not?—No; because you might have subjects requiring advice during the same period, the nature of which might be very different and might require different advisers.

6322. At any rate the second objection would be met, would it not, by making the body consultative only?—The Minister has power now to consult anybody he likes, and I do not see what advantage would be gained by building up a board of individuals, some of whom might at times be capable of being replaced by more competent men.

6323. (*Mr. Hobhouse.*) It has been suggested to us that such a central board as was mentioned might take over the work of the Charity Commissioners in framing schemes and finally settling schemes, the initiation of the schemes being left to the county councils or other local authorities. What would be your view on that subject?—So far as I am aware the Charity Commission is doing its work very well.

6324. You do not see any reason to disturb the Charity Commissioners?—No.

6325. Or to give them any further function in respect of Secondary Education?—That is another question altogether. I should not like to give a definite opinion offhand. I believe that with regard to the administration of charities generally additional powers might be given to them to apply them to educational purposes, but there are reasons for and against that. I think we ought to take into account the feelings of localities, and if the schemes are to be satisfactorily worked I think we should not run away altogether from the wishes of the pious founder.

6326. When you spoke of giving the Minister of Education certain powers with respect to secondary schools, what powers had you in your

mind?—I am not prepared to give any opinion upon that. I think it is a most difficult question, and I should not go further than to say that I would give to him no power analogous to that of Minister of Public Instruction in France. I should be very sorry, indeed, to give to him power to stereotype education throughout the country.

6327. Generally speaking, you are against a centralised system of education?—Yes, I am.

6328. (*Dr. Wormell.*) With regard to the age in a technical school, would you have no limit, either maximum or minimum?—I might have a limit in one locality, which would not be the limit in another. Much would depend upon the nature of the school.

6329. (*Mr. Sadler.*) The Minister of Education would, I suppose, require a staff and an office?—Yes.

6330. Would you propose that he should avail himself of one of the existing departments?—I do not think the Education Department is quite satisfactory, and I do not think the Science and Art Department is quite satisfactory. I should like to see something compounded of the two, and improved.

6331. And that *tertium quid* might become a sort of central education board?—Yes, but that is a very different thing from a board not dependent upon the Minister.

6332. In fact, you would like to fix the responsibility upon a single man?—Yes.

6333. Proposals have been made in connexion with the registration of teachers for the establishment of a council similar to the General Medical Council. Have you given consideration to that point?—No, I have not give any special consideration to it, but I believe that system of registration is being carried too far. We have registration now of architects; we have registration of patent agents; we have registration of accountants, and those various bodies are becoming, to a very great extent, holders of monopolies, in some cases exercising their privileges not altogether to the public advantage.

6334. You would not like to make secondary teachers a close body?—No, certainly not.

6335. I suppose the Minister of Education would have to satisfy himself in certain local matters, and for that purpose you would require inspectors, either a provincial council staff, or others appointed *ad hoc?*—Yes.

6336. And you contemplate a kind of double staff of inspectors, a few central, but the great majority local?—Yes.

6337. Do you think there would be any danger, if the county authority appointed the majority of inspectors, of the standard getting low and the inquiry partial and incomplete?—Do you mean in case county bodies appointed the Government inspectors?

6338. In case much responsibility was thrown on inspectors who were appointed by the county and served only within its area?—I think, as I said before, that the counties should appoint their own inspectors, but that they should be very much obliged to the Government for assisting them in their inspection by the Government officers.

6339. And so to acquaint each county with what was going on in other counties?—Yes.

6340. And raise the standard all round?—Yes, decidedly.

6341. Would you give a right of appeal to those who thought themselves injured by the action of the county authority to a Minister of Education?—No, I think not.

6342. Then in Secondary Education you would make the county authority, however composed, omnipotent under Parliament?—So far as they contributed to the funds of any schools in which Secondary and Technical Education was given.

RELATION TO PRIVATE SCHOOLS TO ORGANISATION OF SECONDARY EDUCATION.

6343. But you would leave to each single school absolute freedom to keep outside the purview of the county council if it thought fit?—Certainly, if they did not take any of the county council's money they should be free. I should like to add one word in reference to what has been said about registration of secondary teachers. I should be very glad indeed if by means of Government inspection some title to public confidence could be given to those private secondary schools which deserve it. If they should choose voluntarily to submit to examination by the Government, I would then, if they fulfil a certain standard, let it be known that they have done so.

6344. (*Sir Henry Roscoe.*) Would you allow scholarships from the fund n that case to be held at private schools?—No.

6345. You know that that has been proposed?—Yes.

6346. You were not in favour of that?—No; I should draw a broad line between a private adventure school and a public school.

6347. (*Mr. Sadler.*) You would prefer a register of schools to a register of teachers?—Yes.

6348. To what body would you entrust the duty of framing the conditions of such a register of schools?—To the Minister.

6349. To his unaided judgment?—To his judgment, aided by such persons as he considered competent to advise him.

6350. (*Mr. Cockburn.*) Would you allow these private adventure schools to be regarded as efficient for the provision of such Secondary Education as might turn out to be necessary?—Certainly, if they passed a qualifying examination.

6351. And you would not allow them to be superseded? You would have their accommodation taken into account in establishing new premises? —I think the sums of money at the disposal of county councils and the claims upon them are so numerous and so great that there is no fear of their setting up a public school in a locality where a competent private school exists.

6352. Do you imagine that all the funds for Secondary Education would be derived locally? I mean by rates in contradistinction to taxes?—No.

6353. You expect to have Government aid, do you not?—I came here to deal with the question of Secondary Technical Education, and I stated that I should be glad to see the funds which it is now possible to allocate to a reduction of the rates positively assigned to the promotion of technical education. One portion of that education being Secondary Technical Education.

6354. Then you would have primary education kept absolutely separate and distinct from Secondary Education?— Yes.

6355. Having distinctly separate authorities to control it and manage it and take the supervision of it?—Yes; a question may arise whether decentralization as regards primary schools may not be desirable; but as I understand it that is a question with which this Commission has not been appointed to deal, and I have not considered the matter in coming here to give evidence to-day.

6356. (*Dr. Fairbairn.*) If efficient private schools are to be taken into account when the supervision of Secondary and Technical Education is considered, on what principle, then, can they be excluded from a share in scholarships?—Simply on the principle that I do not think it is desirable to aid private adventures by public money. It would be a species of protection which I think it would not be desirable to introduce.

6357. But if there are no schools in the neighbourhood where such scholarships can be held of a public kind, what then?—Do you mean to say if there were secondary schools?

6358. In a case where you have efficient private schools, but no secondary public schools, where can the scholarships be held?—Scholarships can be held in an adjoining county.

6359. In the case of the Charity Commission, do you think it would be well to detach the section that deals with endowments, and with endowed schools, from the section that deals with charities properly so-called?—Yes, and I am sorry that they were ever amalgamated as they were by Mr. Disraeli.

6360. You think that educational endowments ought not to come under the head of "charities"?—Yes, except so far as the question of diversion of funds applied to charities of a different description from education is concerned.

6361. (*Sir Henry Roscoe.*) What is your view with regard to continuation schools that are dependent partly on the Science and Art Department and partly on other sources?—I think that for the present, at least in those cases in which the Science and Art Department has withdrawn its grant, it is desirable that grants should be made by the county council out of the technical education fund, because if such a grant were not made many schools, I believe, or many classes, because they are not properly schools, would be closed.

6362. You are aware that that is done to a very considerable extent?—Yes.

6363. For instance, in Manchester, large sums are paid by the technical committee of the Manchester Corporation to the schools for carrying on science instruction in the evening; do you think that money is being profitably employed?—Yes, I think so. We are doing the same thing in Oxfordshire.

6364. Would you like to see it made more general?—No, on the contrary I should like to see it restricted, because I think these grants have been absorbed by a few teachers who have earned large sums, and the instruction which they have given has not always been worth the money that has been paid to them.

6365. But you are aware money is now not given to the teachers, but given to the school board to pay for the expenses of the schools, and that teachers now as a rule receive distinct fixed sums?—Yes; but that is not the case with regard to the science and art classes generally throughout the country.

6366. (*Mr. Cockburn.*) Are you aware that under the new directory provisions are made against that farming out of classes, and consequently it is now practically put a stop to? What you suspect used to be very common indeed among our evening schools, but are you aware that the latest directory has taken very good security to make that impossible?—I do not think that is the case so far as the science and art classes are concerned in practice, whatever it is in theory.

6367. I think there has to be a definite and systematic course of instruction followed up, and there is no payment on the elementary pass which used to be the grand instrument for farming these classes out and making a good thing out of them?—Just so, and it is there where the county councils come in, and if they did not come in, many classes would be suspended.

6368. And you are aware that the county councils are in danger of using their money as badly as the Science and Art Department used to in that way?—If due discretion is exercised it is a good thing for the county councils to do, but it must be safe-guarded, and it is there where inspection comes in, as much as in anything else.

6369. Then your animadversion only applies to such county councils as do not exercise strict supervision and care in administration?—Yes, that is so.

The witness withdrew.

Adjourned till Tuesday next at 11 o'clock.

SEVENTEENTH DAY.

At Westminster Hall, Tuesday, 26th June 1894.

PRESENT:

THE RIGHT HON. JAMES BRYCE, M.P., IN THE CHAIR.

The Right Hon. Sir J. T. HIBBERT, K.C.B., M.P.
The Hon. and Rev. EDWARD LYTTELTON, M.A.
Sir HENRY E. ROSCOE, D.C.L., M.P.
The Very Rev. The DEAN OF MANCHESTER, D.D.
The Rev. A. M. FAIRBAIRN, D.D.
Mr. RICHARD WORMELL, D.Sc.
Mr. M. E. SADLER, M.A.
Mr. H. LLEWELLYN SMITH, M.A.
Mr. GEORGE J. COCKBURN.
Mr. J. H. YOXALL.
The Lady FREDERICK CAVENDISH.
Mrs. BRYANT, D.Sc.

The Hon. WILLIAM N. BRUCE, *Secretary*.

The Rev. E. F. M. MACCARTHY, M.A., and the Rev. ROBERT BRUCE, M.A., D.D., called in and examined.

6370. (*Sir John Hibbert to Dr. Bruce.*) You are a member of the Huddersfield School Board, and a representative of the Association of School Boards, are you not?—Yes.

6371. (*To Mr. MacCarthy.*) You are vice-chairman of the Birmingham School Board, and headmaster of King Edward's Grammar School, Fiveways, Birmingham?—That is so.

6372. I understand that you have been invited by the Association of School Boards of England and Wales to give evidence before this Commission?—That is so.

6373. And you do so as a representative of the Birmingham School Board?—Yes.

6374. How long have you been a member of that Board?—I have been a member of the Birmingham School Board for nearly 19 years, and a master on the foundation of King Edward's School, Birmingham, for 28 years.

6375. Therefore, from your experience in those two positions, you are able to speak specially on the relation of elementary and secondary schools?—That dual experience enables me to speak with some force on that point.

6376. What is the first point you would prefer to speak upon?—The Queries of the Royal Commission; Clause VI., Nos. 1 and 3:—"Should "higher grade elementary schools (*a*) remain; and (*b*) be established "where now wanting. At what ages should children leave elementary "schools for secondary schools"?

6377. You speak upon the subject generally, I suppose, and not specially as it affects Birmingham?—Yes, specially as it affects Birmingham.

6378. Will you take the first point?—The Birmingham School Board has two schools under its management open to children who have passed Standard VI. in a public elementary school, or an equivalent—one in Bridge Street, and the other at Waverley Road. These are called seventh standard schools, but the scholars who are in Standard VII. during their first year in these schools, receive a wider training than the compulsory subjects of Standard VII., preparatory to an advanced course of instruction to be received in the one or two years after they have passed that standard. The schools are classified as "organised science schools" as far as regards the pupils who have passed Standard VII. Bridge Street seventh standard school was opened in June 1884 as a board seventh standard school for boys only where the education given in the public elementary school should find its completion and extension beyond the standard by specialising in the direction of manual, scientific, and technical education, and it was the first of its kind in the country.

6379. That is only for boys?—For boys.

6380. The other being open both for boys and girls?—Yes. The Bridge Street School commenced with 130 scholars, and the number rose to 434 in 1892, when a second seventh standard school was erected at Waverley Road, Smallheath. The Bridge Street school was necessarily connected with both the Whitehall and the South Kensington branches of the "Lords of "the Committee of the Privy Council on Education"—with the former, because the powers of the school board establishing it were confined to the provisions of the Education Act of 1870, and the Education Code; with the latter, because it was the examining body paying grants of money on passes in its science subjects; which grants were necessary for the maintenance of the school without its becoming a charge upon the rates. Students from any public elementary school are admitted provided they have passed an examination in Standard VI., or an entrance examination equivalent to it. They are drawn mainly from the board schools, and are, in the majority of cases, sons of artizans. They are invited to remain for a two or three years' course of study, and the science courses have been made to commence simultaneously with the work of Standard VII. The school is now divided into two main sections; (1) Standard VII. scholars; (2) Ex. VII. scholars, who are constituted into an organised science school under the science and art regulations having reference to such.

6381. Are any fees payable in either of those schools?—No fees; they are perfectly free. I should like to mention some of the facts with reference to the Waverley Road boys and girls' school. About 97 per cent. of the boys attending this school have been educated in public elementary schools; 1 per cent. have come from private schools; and 2 per cent. from endowed secondary schools. Of 411 boys on the General Science Register, 204 are the sons of artizans, and 207 are the sons of clerks, agents, shopkeepers, commercial travellers, elementary school teachers, ministers, &c. The purpose of that statement is to show the Commission that the board school is not used purely by the children in the industrial classes, but that the so-called middle classes use the board schools of Birmingham indiscriminately as they please.

6382. Would you like to make a statement as to the age at which children enter the schools?—They must have passed Standard VI. There is no limitation of age other than that they must have passed Standard VI. in a public elementary school or an equivalent. With reference to the girls' school about 94·5 per cent. of the girls attending this school have been educated in public elementary schools; 4·1 per cent. in private schools; and 1·4 per cent. have come from endowed secondary schools. Of 259 girls on the register, 118 are the daughters of artizans, and 141 are daughters of clerks, agents, shopkeepers, commercial travellers, ministers, &c.

6383. Before you go on I should like to know with respect to the girls' schools whether the subjects there taught are different from the subjects

taught to the boys, or whether they are the same?—The subjects of general training of course are mostly the same, but the special subjects for scientific training, and commercial training, and domestic training are different, and in the girls' classes preparing for pupil teacherships still more different. These are all departments—bifurcations of the girls during a certain portion of the week for those special purposes; but the general course of training is the same, and boys and girls may be taught in the same class. These seventh standard or higher grade elementary schools as they are called elsewhere, are practically secondary schools. Waverley Road school cost for building and furnishing (exclusive of site), 28*l.* 11*s.* 7*d.* per scholar, and the cost of maintenance of the school was (for the year 1893) 8*l.* 14*s.* 7*d.* per scholar.

RELATION OF BOARD SECONDARY TO ENDOWED SECONDARY SCHOOLS.

6384. That is according to what limitation as to numbers? Do you mean according to the number of scholars that the accommodation is provided for?—Yes, according to the accommodation provided for. For the purposes of this evidence I propose to call these schools board secondary schools, to distinguish them from King Edward's Grammar Schools, which I will call endowed secondary schools. The first point I would maintain is that endowed secondary schools are not natural continuation schools for pupils who have gone completely through the public elementary schools.

6385. What is the difference between the two classes of schools?—I propose, with your permission, to go into that somewhat in detail. The curriculum of an endowed secondary school (second grade) is based on the understanding that the pupil enters the school at an early age (say under 11 years of age), and remains there for five or six years. A pupil who has completed the sixth standard of the Elementary Education Code in a public elementary school is 12 or 13 years of age. Such a pupil using the endowed secondary school as a continuation school, enters the latter with a mental equipment much narrower in range than the pupils among whom he finds himself of corresponding age. He suffers many disadvantages on this account. A pupil, however, who leaves the public elementary school earlier (say after passing Standard IV. or V.), suffers less disadvantages, and naturally a clever pupil of a given age suffers less from the dislocation than an average pupil of the same age. I should like to be allowed here to protest against the widely prevailing theory that only clever pupils from public elementary schools are to be expected to desire to continue their education in an endowed secondary school.

6386. You would have the endowed secondary schools open to all classes of pupils whether they are clever or not?—Certainly.

6387. Then you would not admit them by examination?—Yes, certainly I would. I distinguish between the clever pupil and the average pupil. My contention is that the theory should not prevail in this country, that the endowed secondary school is only for the clever pupil from a public elementary school, and not for the average pupil. Scholarships (maintenance and otherwise) derived from the endowments should, of course, be reserved only for pupils of exceptional, as distinguished from average, ability; but as public elementary schools are not restricted by any regulations, imperial or local, to children of parents of any social class, so neither are the endowed secondary schools. Any parent, therefore, of a child of even average ability is justified in desiring a continuation school above the elementary school for his child, and of using the public elementary school for his elementary education, and then passing him on to an endowed secondary school for his further education. This is largely done in Birmingham. As a matter of fact, $33\frac{1}{3}$ per cent. of the pupils in King Edward's Grammar Schools are Foundation scholars (*i.e.*, receive free education at the expense of the endowment), and of these one half, or $16\frac{2}{3}$ per cent., must be pupils from public elementary schools; but 58 per cent. (or an average of six years, 1887–1892) of the admissions in each year into King Edward's Grammar School, Five Ways, were pupils from public elementary schools. The corresponding per-centages for King Edward's Grammar School, Camp Hill, are even greater, viz., for boys,

73 per cent.; for girls, 63 per cent. This shows that in Birmingham a large number of parents send their children to public elementary schools as preparatory schools for the endowed secondary schools, and pay, in the form of school fees, part of the cost of their education in the latter schools; and these children not having been successful in obtaining foundation scholarships on their intellectual merits, are obviously of only average ability.

6388. And is it your opinion that there is room for both classes of schools in a place like Birmingham?—Most certainly. That is a point I wish very definitely to elaborate. Of these children whom I have described, who come from the public elementary schools to that very high per-centage, the only ones who as a rule achieve any measure of success at King Edward's Schools are those who have left the public elementary school at an early age—10 or 11—and before completing the public elementary school course, that is, when in Standard IV. or V. Many even of these, having received a narrow range of training, and being only of average ability, had much better have remained, and completed their course at the public elementary school, and then have found a natural continuation school ready to hand for them, in the form of a board secondary school, such as we have at Bridge Street and Waverley Road. But pupils of 12 or 13 who have gone right through the ordinary public elementary school course (that is, have passed Standard VI.), or pupils of 14 or 15 years of age, who have spent some time beyond Standard VI. in a higher grade elementary or board secondary school (like the holders of county council technical scholarships or exhibitions), are certainly not fitting subjects, in my opinion, to be dealt with by an endowed secondary school. All these come too late and leave too soon to derive much benefit

6389. When you speak of county council scholarships do you refer to scholarships from the county council of Birmingham or from county councils outside?—Outside; the county council technical committees. The City Council of Birmingham are building at this moment a technical school which will be a first grade technical school, and are offering scholarships to Waverley Road and Bridge Street boys, tenable during the early stages of their technical training at those board schools, but passing them on with these scholarships for two or three years more at this new school.

6390. That is the technical school which is being established?—Yes, which really will be a first grade technical school.

6391. (*Sir Henry Roscoe.*) Which is now working in temporary premises at the Midland Institute?—Yes.

6392. (*Sir John Hibbert.*) What are the counties which send county council scholars to these schools?—In my own school at Five Ways I have at this moment 10 boys from the Staffordshire County Council technical committee, which boys have selected King Edward's School, Five Ways, as the school at which they wish to receive their further so-called technical education.

6393. Are there many from Warwickshire?—No, not to Five Ways.

6394. (*Dean of Manchester.*) Does the Staffordshire county council allow them to go wherever they like?—Yes, within their limits. They live in the Black Country, in the neighbourhood of Birmingham, but really in Staffordshire, and they have elected to hold their county council technical exhibitions at King Edward's Grammar School, Five Ways. My point, therefore, is that the board secondary school is the natural continuation school to a public elementary school, and therefore should be further developed and better adapted to meet those new wants, to obtain which these older children now seek an endowed secondary school, but which an endowed secondary school does not, and cannot, adequately supply. I think that representing the Birmingham School Board I ought to try and make it clear to the Commission what exactly is the policy of the Birmingham School Board, in putting on the ground as part of their machinery such schools as Waverley Road, for instance, in spite of

the fact that the area of Secondary Education is so largely covered in Birmingham by the King Edward's Schools. The policy of the Birmingham School Board in setting on foot their "seventh standard" schools in Bridge Street and Waverley Road is founded upon the imperious demands for continuation schools for those who have completed the ordinary public elementary school course, and yet wish to remain at school a year or two longer, and this policy is stimulated by the consciousness that this is a kind of demand which the foundation of King Edward's school cannot meet by its secondary schools, even if it had the resources adequate for the purpose. The school board has a settled policy of its own, which is based on its conviction of the necessity of board secondary schools of the type already described, and the Waverley Road school is the outcome of that policy, and has justified so far the action of the school board as to have on its roll of attendance within less than two years from its opening 313 boys and 225 girls, and this without appreciably affecting the demand for admission to the neighbouring King Edward's schools at Camp Hill. I have here testimony from the headmaster of King Edward's School, Camp Hill, in whose neighbourhood the Waverley Road seventh standard school is situated, and also from the headmistress of that school, both of whom express extreme thankfulness and gratitude to the school board for having opened that Waverley Road seventh standard school and thus relieved them of scholars with whom they could not adequately deal. This is the important point of my evidence. Considering what Birmingham is, and considering the exact relation in which I stand both to the King Edward Schools and to the Birmingham Board, I wish to express my conviction that both kinds of schools—the endowed secondary and the board secondary—may legitimately exist in the same locality (if circumstances and amount of population render it desirable), as they cater for widely different educational needs. They are not competitors, but coadjutors in the work of Secondary Education. The demand for these board secondary schools, which was not in the least realised as likely to arise when the Elementary Education Act of 1870 was under discussion in Parliament, has increased year by year in volume and intensity in the large centres of population; and the pressure to meet this demand has been so great upon the school boards, and the reasonableness of the demand so obvious, that all the boards of the large provincial towns —Liverpool, Manchester, Birmingham, Leeds, Sheffield, and others— have been forced into making efforts to supply the kind of school demanded; and successive Presidents and Vice-presidents of the Committee of Council, under Governments of both political shades, have consented to the necessary straining of the Education Act, 1870, in order to give legal sanction to the objects of those boards. No Government would, in my opinion, venture to recede from the position which popular pressure has required the various administrations since 1870 to assume in this matter, and it therefore only remains for a formal legal recognition of the work already accomplished by school boards and a removal of the financial and other restrictions by which school boards are now hampered in carrying out this work of secondary schools.

6395–9. I should like to ask a question with respect to the outcome of the education given in these two different classes of schools. What class of work do the pupils respectively go to after they leave the two classes of schools—does it vary much or not?—It varies very considerably. Of course Waverley Road seventh standard school has not been opened more than a year and a half, and consequently practically hardly any scholars have left, but with regard to the Bridge Street school, if the Commission desire, I will put in an analysis of the occupations of past Bridge Street boys. It is a very striking document giving the nature of the occupations of the numbers that have taken to the various trades in the town. I also have the same thing with regard to the few that have already left Waverley Road school, but they are extremely few of course, and they are those who have not had the complete benefit of those schools. (*See Appendix No.* 1.)

6400. Then you wish to speak with regard to the advantage of the board secondary schools in keeping away from King Edward's Grammar Schools

a certain class of pupils whose presence there is educationally a mistake. What is it you wish to say upon that point?—In saying what I have to say with regard to that, I should like to give the testimony of the headmaster and headmistress of the other King Edward School at Camp Hill, because they are the people affected. This is what the headmaster says in the course of a letter: "Intelligent boys who have run through the public "elementary school course, but who are unlikely to be able to prolong it "beyond the age of 14, or so, will prefer a board school like Waverley Road "to the grammar school. The reduced percentage of public elementary "school pupils seeking admission, may, I think, be taken to point to the "same conclusion; as also the fact, that whereas in the admission exami- "nations of 1891–92 the average number of candidates of 12 years and "upwards was 50, the average number of such candidates at the admis- "sion examination of 1893 (*i.e.*, since the opening of Waverley Road "School) was 38." That diminution in number meaning that those boys of advanced age, say 12, went to Waverley Road rather than to King Edward's School, feeling that Waverley Road, at their advanced age, would complete their course, whereas King Edward's School would be a dislocation to them. Then, with regard to girls, this is what the headmistress of King Edward's Camp Hill Girls' School says: "Personally, as head- "mistress of Camp Hill School, I feel grateful for the opening of Waverley "Road, feeling that it relieves us of an element always difficult to deal "with, and of work which could not be looked upon with any satisfac- "tion either from my standpoint or from that of the parents of these girls. "The time they spent with us was generally just about long enough to "thoroughly unsettle them, and not long enough to enable us to do very "much to help them." I should like to say that this testimony, as regards King Edward's Grammar Schools, is not given by the master and mistress of those schools with any idea of antagonism to board-school children as such, because all of the King Edward's Grammar Schools are largely recruited from board schools, and are extremely glad to get any scholars from those schools. Both morally and in intellectual training they are very excellent material for our schools, and therefore when a headmaster or headmistress of King Edward's School says that such and such scholars from public elementary schools make a mistake educationally in coming to King Edward's Schools, they are not biased in any way by a general feeling as against all public elementary school scholars. Very far from it; we like to have them.

EFFECT OF SCIENCE AND ART GRANTS UPON SECONDARY EDUCATION IN BOARD SCHOOLS

6401. Do you wish to make any statement with respect to the unsatisfactory effect on your two board secondary schools of the science and art grants?—I should like to say that at present the board secondary school can only rightly exist if, so far as its most useful work is concerned (namely, its real secondary work), it costs the local rates nothing. Practically, then, such schools are dependent on grants from the Science and Art Department. To earn these grants, the subjects of instruction in the school must be largely drawn from the Science and Art Department syllabus, and these subjects must be taught to the extent and in the manner set down in the directory. The questions set to school children by the Science and Art Department at the May examinations are identical with those set to adults who have attended evening classes. It is manifestly improbable that a paper which is suitable for a grown man or an apprentice of some years' standing is suitable for a school boy. The elementary stage of mathematics is very hard to an average boy, yet it gives no adequate place to mensuration. The course of instruction set down in the Directory for organised science schools is often undesirable for school boys. Probably its greatest blot is the fact that many subjects of the utmost importance are ignored. Nearly all that has been said regarding the boys' school is applicable to the girl's school. It would be absurd and cruel to force girls through the course of study prescribed for organised science schools without "modifications." Probably these courses were never meant to apply to girls; but that does not in any way lessen the need for a reasonable course of study for girls. The headmaster of Waverley Road School says that year after year it has been his unhappy lot

to hear parents grumble, and most justly, at the three-hours evening examination which, under the Science and Art rules, is necessary, and necessary for girls and boys. Boys and girls alike, at an organised science school, have to turn out of an evening for three hours, and go to some centre for examination, and then go home again.

6402. Are you now expressing your own views with respect to the unsatisfactory nature of the science and art grants, or is the view held to any large extent generally by persons taking an interest in education?—Practically by everybody I know; certainly by the Birmingham Board, from its experience; and by the teachers of these schools. I have never heard an expression of approval of the Science and Art Department directory system for a day schools for boys and girls.

6403. Do you wish to say anything with respect to the mischief of payment by results?—The principle of payment by results has been found so mischievous in the elementary schools that it is practically now abolished, and that being so, the argument by which that was removed holds still more strongly with regard to the work in the secondary schools of the science and art curriculum.

6404. Is it not possible that one might be bad and the other might be good?—We have found both to be very bad. It acts in such a way that it is a positive bribe (it is the same old story) to neglect the dull boys who have no chance of coming up to the standard for a pass and earning a 2*l.* grant, and to only concentrate attention on the clever ones.

6405. Have you made any representation to the Science and Art Department on the question?—As a board, do you mean?

6406. Yes?—No, I do not think we have. The money payment is so liberal from the Science and Art Department that we do not like to look a gift horse in the mouth.

6407. You say in your *précis* that school boards should be emancipated from the financial and educational restrictions which hinder the development of board secondary schools. What do you exactly mean by that?—The necessity of earning as much grant as possible, in order that the school might cost nothing to the rates, necessitates our following that curriculum of the directory as well as we can. If we wanted to make a perfect school we should not make such a curriculum.

6408. And that has reference to the Science and Art Department?—Yes.

6409. Not to any restrictions placed upon you by the Education Department?—No; but the only disadvantage in that respect is that we have dual control. Both departments practically rule the schools.

6410. In your opinion you could have a better and more satisfactory curriculum if the restrictions were removed?—Yes; and if there were one department, over and above the local authority, which was responsible, and from which they would receive grants.

6411. Then you have some reasons to offer why secondary schools should include a technical department rather than that distinctly technical instruction (in its early stages) should be given in separate schools?—Yes. The query of the Royal Commission, Section II., No. 5, raises the question whether of two alternatives possible it is desirable to carry on technical instruction in the same school as a department of the school where other courses are carried on, or whether it would not be better to have two separate independent schools. It seems to me that the former arrangement is better, and for the following reasons: first, with such an arrangement the teaching staff, being available for both "sides," the teaching of mathematics and science on the "non-technical" side would be carried on more efficiently than could be the case if the technical side were a distinct school. The same would be true of the teaching of literary subjects and mathematics on the technical side. The staff engaged in teaching literary subjects on the "non-technical" side

would pass over on to the technical side for those subjects, and would be a better staff than a staff which a separate school would be able to acquire.

6412. That opinion relates entirely, I presume, to the earlier stages?—Yes.

6413. And not to the later?—No, not to the later. It would be easier for a boy, whose interest rendered it desirable, to change his educational course from technical to non-technical, and *vice versâ*. In any arrangement involving distinct schools there would be a tendency to the establishment of social distinctions between the schools. The danger of a separate lower grade technical school is this. It is said, that is a school for the sons of artizans, and the other is the school for the sons of the gentry or the middle classes. If the schools are under the same head, but are divided into two departments then there would be no chance of social distinctions as between those who are on the technical side and those who are on the "non-technical" side.

6414. (*Dean of Manchester.*) Your judgment is derived from your school board experience and also from your knowledge of the whole system of King Edward's Schools?—Yes.

6415. And therefore it is naturally a very impartial judgment, and you are distinctly of opinion that, at all events, in Birmingham there is no overlapping?—Absolutely none whatever. There is not the semblance of overlapping.

6416. Are you aware that in other places it is felt that there is such overlapping?—I am not aware of any place where the conditions are such that you would say there was overlapping.

6417. Has there been any deliberate correlation and co-ordination in Birmingham, for example, of those different educational authorities. In a word, have the authorities and the different educational institutions met together and formulated any scheme by which there should not be overlapping?—There has been very little tendency towards overlapping, consequently the idea has not come prominently into people's minds.

6418. In the schools of the Birmingham School Board do they not teach very much the same curricula as they do in part, at any rate, of the schools of the King Edward's system?—Certain subjects of study must come into every school. You cannot separate and say a certain number of subjects are elementary subjects, and a certain number of subjects are secondary. Any one and the same subject may be a subject in an elementary school, and a subject in a secondary school.

6419. Do you find that the right boys go to the board secondary schools and the right boys go to the endowed secondary schools?—No; experience in Birmingham has shown that until that seventh standard school was started, and still in some other cases, a large number come to King Edward's School with whom we cannot do the best that ought to be done; they come too late.

6420. You say the "best that ought to be done." Is that to be decided by the future purpose of their life, or how?—If their parents choose to say, "We do not wish our child to go to business or go to some occupa-"tion simply because he has passed Standard VII.," that child ought to receive an education from somewhere. A child who has passed Standard VII., and whose parent does not want to take him away from school, must be educated somewhere. King Edward's School is not the place for him at that age, and the board say: "There is this demand; we must meet it."

6421. Then, in a word, you consider that to be rather a higher region, so to speak, of elementary education?—Yes, for those who have gone completely through it.

6422. And you would then take your bifurcation, as you call it, and strike the point earlier a good deal in life in the case of those who are to go forward to an endowed secondary school?—Certainly.

6423. You would get hold of them at about 11 years of age?—Yes, I think 11. If they are clever I do not much care about the fact that it has been a little bit delayed, because, with a clever boy you can do almost anything. I am talking about the average boy.

6424. I suppose you consider that the ordinary boy is the article more usually met with?—Very much so. We have had schemes of scholarships under the Birmingham Board for many years. We have had schemes amended and amended according to our experience, and the scholarships have been distributed under these schemes. But the number of really clever boys, even out of that number, is an extremely small per-centage indeed. After sifting, sifting, and sifting, down it comes to a very small number. We have at present between 50,000 and 60,000 children in our schools, and it is very difficult to put our hands upon a clever boy. There are some, but I do not know where they are at this moment.

6425. Would you desire that there should be this necessary straining of the Education Act of 1870, or that it should be in any way modified?—I think, in the interests of education, it ought to be very considerably modified.

6426. And the whole department of education should continue to be left in the hands of school boards, or the whole of that sort of education, at any rate?—Yes, the present school board.

6427. You do not think that the operations of the school boards should be suspended, and that the schools should all pass under some other authority?—No, I feel that so strongly that I have ventured to say that I cannot conceive of a Government that would have the courage to interfere with what school boards are doing.

6428. It is not merely because it has been, but because you think it is better that it should continue to be so?—The boards must do it because they are the only people who can do it.

6429. And this has been gathered from your invaluable experience, if you will permit me to say so, as a member of the School Board of Birmingham, for many years?—Yes.

AN IDEAL SCHOOL BOARD.

6430. (*Sir Henry Roscoe.*) Admitting that in Birmingham the system does not overlap, and admitting, as I am sure we all do, the valuable work which not only in Birmingham but also in other large cities these higher board schools are doing, may I ask you what steps you would take in the case of places—some of them large cities or towns in which there are no school boards?—I think there should be a district authority to whom the question of additional Secondary Education supply should be submitted.

6431. And would you place that in the hands of the local authorities and the county councils or committees of the county councils as under the Technical Instruction Acts, for example?—I would put all such under an ideal school board; a school board which does not exist now, but one which I can realise.

6432. You would wish to see a universal school board?—Yes, with districts.

6433. But that not being the case at the present moment, and the question before us not being that of the general establishment of school boards, how would you meet the difficulty which faces us?—A school board on the same principle as the present school board, elected by the ratepayers with power to raise a rate as a school board, would meet the case for Secondary Education only.

6434. But such school boards are not at present existing?—No.

6435. Would you desire to see this Commission recommend the general establishment of school boards?—In default of the existence of an ideal school board, I would have another school board for Secondary Education.

6436. (*Chairman.*) You mean by an ideal school board something different from the actual school board?—Yes.

6437. Much superior?—No. Elected, to begin with, on different principles and unrestricted by the fact that they are not universal.

6438. (*Sir Henry Roscoe.*) In other words you mean an educational board which would take charge not only of primary education but of secondary as well?—Yes, that is the ideal.

6439. (*Chairman.*) I rather understand you to mean something different. I understood you to mean by an ideal school board a school board whose scope of authority and range of vision should be larger and stronger than those of the present school boards?—It would rest with the rate-payers. If the rate-payers realised that greater strength of vision was required, they would vote for those who had stronger vision.

6440. But still I wish you to explain what you mean by an ideal school board. You mean a school board which does not exist anywhere on earth—but which may exist, as Plato says, in heaven—and may be brought down to earth?—Yes.

6441. Will you give us a little more distinct conception of what the ideal school board may be like.

6442. (*Dr. Fairbairn.*) Both as regards the power to create it and its constituents when created.

6443. (*Sir Henry Roscoe.*) And its jurisdiction when created?—I may say that I am now being asked questions which my Board have never considered, and therefore in what I say I must be understood as speaking as a private individual.

6444. (*Chairman.*) Certainly. Our only object is to ascertain what difference there is between the ideal school board and the school boards that exist now?—The difference between the ideal school board pictured in my mind and the actual school boards existing are differences connected with the mode of election and the fact of their not being universal. It would rest with the ratepayers to settle what should be the constituent elements.

6445. (*Sir Henry Roscoe.*) Let us be quite clear about the jurisdiction and the area of action of this ideal school board. It is important that we should know whether you intend the one body to be responsible for both Primary and Secondary Education or whether you wish there to be a separate body for each of those purposes?—If we could have the ideal school board, I should say only one covering the area of both elementary and Secondary Education, but failing the ideal school board, I would, as an alternative under present conditions, have two school boards; one the present one, if it exists, the other the school board for Secondary Education, which would be the district authority for Secondary Education only.

6446. Which would be in fact as at present the county councils or their committees?—No; if you are asking me for my personal preference, I would prefer a school board for Secondary Education, elected direct from the ratepayers, with the powers of an existing school board for elementary schools. I prefer that to a composite body, composed of a certain number of members of the county council and some members of the school board and of the governing bodies of the schools.

6447. Now one word with regard to organised science schools and the question of the Science and Art Department. You speak of the organised science school being inapplicable for girls. Have you any instances of girls in schools taking the system of the organised science instruction?—They do so at Waverley Road, and they do it by a particular sub-section or paragraph of the directory, which says that any slight modifications of the foregoing course of instruction (that is, the regular course), which it may be desired to make should form the subject of special application. We have largely made use of that little clause, and we have got what the Department now consider "slight modifications," which have enabled us to adapt the organised science school curriculum in the girls' schools even to special courses of training for domestic and commercial purposes. We are

able to do that because only 15 hours of the week have to come under this curriculum, and in the other 15 hours you may teach what you like.

6448. And you would like to see that more general?—Yes.

6449. You have also spoken of the mischief which has resulted from the payment on individual results You are aware, I suppose, that the Department is moving in the direction of oral examinations?—Yes.

6450. And you view that movement, I understand, with satisfaction?—Yes, with very great satisfaction. The system of pure paper examinations leads to teaching for the paper, and the *verba* may be produced to any extent without the actual *res* being behind it.

6451. You would wish to see that system of oral inspection carried on still further?—Very much further. Under the Science and Art Department Regulations there is no oral examination of any kind.

6452. But you are aware that scientific inspectors have been appointed recently?—Yes.

6453. With the view of endeavouring to modify the examinations?—I have not seen the effect of their action. I do not think they have got into working order yet. We have had a visit from them to learn their work, but they have not commenced it, and I really do not know what course they would adopt. But I do sincerely hope that oral examination may be a component part of the main examination conferring grants.

6454. (*Mr. Llewellyn Smith.*) You would like two school boards, one for elementary and one for Secondary Education?—No. I said I should like to see an ideal school board.

6455. But failing that ideal school board you would like to see two?—Yes.

6456. To which of those would you assign the higher grade schools? Would you assign them to the existing school board or the new authority?—Certainly the existing board.

6457. They come well within the range of the completion of elementary education?—Certainly.

6458. You have called them secondary schools, I see in your evidence, but you would not call them secondary schools, would you?—Yes; I should call them board secondary schools.

6459. Then this new district authority would not have the whole range of Secondary Education under it at all?—No.

6460. Where would you draw the line?—The line draws itself. There is no overlapping between these two.

6461. You mean to say in Birmingham. You would draw the line where it is drawn in Birmingham at present?—Yes.

6462. In Birmingham you have two authorities for education, have you not?—We have the government of King Edward's Schools.

6463. That is a *quasi*-educational authority. You think that is the ideal division, do you?—No; pardon me, not the ideal. The ideal is one school board. The other is not the ideal; it is only a *pis aller*.

6464. I mean that you consider that the best division you have?—Yes.

6465. Do you consider that if you had your ideal school board, it should be one authority for the whole of the Secondary and Elementary Education? Do you think that the area which is suitable to one is suitable to the other? I take it that if you have an authority publicly elected you must have an area to govern?—Yes.

6466. Should the areas all over the country be the same?—I have not formed any opinion upon that, but as far as county boroughs are concerned, certainly.

6467. But as far as regards other places, not county boroughs?—I have not thought of that.

6468. At what age do scholars come into the King Edward's Schools from the board schools, as a rule?—At all ages.

6469. I mean boys with scholarships. You have a third of the places free, have you not?—Yes, foundation scholarships.

6470. What are the ages of those boys, about? What is the average age?—It would be very misleading to name an average age. I think some information has been given to the Commission on that subject by Mr. Vardy.

6471. I do not want an exact figure, but I want to know whether you consider that they are too old. You spoke of boys who come at 12 or 13 being too old, and said they should come at about 11. What I want to know is, does the existing age come under your criticism that it is too advanced?—They come at all ages, and those who come after 12 I should say are too old to come.

6472. You mean to say that the examinations are so graduated that they can get in by the allowance of marks?—Yes, there is weight for age.

6473. And after 12 you do not think that they do themselves justice?—Not unless they are clever.

6474. Is not the scholarship system intended to pick boys who are clever? How is it you have not succeeded in picking clever boys?—There are not 60 or 70 per cent. of clever boys. 60 or 70 per cent. come into the King Edward's School.

6475. But not foundation scholars. Is it not about a third?—A third is the minimum; there must be a third. Mr. Vardy's evidence was to the effect that 80 per cent. of all the foundationers admitted to the boys' grammar schools come direct from primary schools.

6476. (*Dr. Fairbairn.*) That is in the King Edward's Grammar Schools?—Yes. And 72·6 per cent. of the girls come direct from primary schools.

6477. (*Mr. Llewellyn Smith.*) That is 80 per cent. of the foundation scholars?—Yes, that is 80 per cent. of a third. That is four-fifths of a third.

6478. Do you think that the system of competitive examinations is such a satisfactory test of the examination of a boy at the age of 11? Have you found any difficulties about that?—No, because we are not asked to find out whether they are clever or not; but I could find out. If, for instance, there were maintenance scholarships on admission limited to clever boys, I think I could find out the clever boys.

6479. You think that you might be able to pick out the clever boys if there were some entrance scholarships with a maintenance allowance?—Yes. If those existed, and if I were asked on that examination to find out, I should not go to their marks, but I should go to the papers and pick out from those papers the questions requiring thought, and I believe I could find out the boy of real ability from his method of answering those questions.

6480. Do not boys mature so much after the age of 10 or 11 that it would be really very difficult to do?—A precocious boy is a rarity. An able boy need not be precocious.

6481. Do you think you can distinguish the defect of precocity at the age of 11 by examination?—I think I could find out.

6482. It has been suggested by some that it is difficult to pick boys because there is no satisfactory mode of testing their ability. You think it is not so in practice?—I think there is a good deal of difficulty, and it requires very great care, and is not always successfully done. The difficulty is that you have to satisfy the public. If I personally had to find out an able boy I should have to go to methods which I could not demonstrate to the public as being just and fair. That is the difficulty; you have to

satisfy the public. The only way to do that is to publish marks, and marks are very fallacious.

6483. Do you think that supposing a boy is going to spend three or four years in a secondary school he could not, if he is chosen at 13 or 14 years of age, very soon get over the disadvantage of transition from one school to another?—If he is clever.

6484. And I am not putting a very high standard of cleverness; say one boy in 10?—No; you must put the standard higher the older the boy is. The older the boy is, the greater the difficulty he has in getting over the dislocation.

6485. Now with regard to the distinction of the two classes of secondary schools, that is, board secondary schools and endowed secondary schools. I gather from your evidence that the distinction you make is a distinction of the kind of education, the breadth of the curriculum, and the length of time for which it is planned?—I was basing it on the mental condition of the scholar to be educated. Take the mental condition of the ordinary Standard VI., boy or girl; I say a boy or girl of that mental condition wants educating in the next few years in a particular way.

6486. In a particular kind of school adapted for that purpose?—Yes.

6487. Calling one "endowed" and the other "board" is rather a question of epithet, because it does not depend upon the source from which you get the income of the school?—No; I used those names simply for convenience.

6488. Then really, so far as convenience goes, these two classes of schools might be turned round; the "endowed" school might be the "board" school, and the "board" school might be the "endowed" school?—Yes.

6489–503. Now one question about the Bridge Street school. That is an organised science school?—Yes, for boys only.

6504. And have the modifications in the requirements of the department which you have introduced at Waverley Road also been introduced at Bridge Street?—No, they have not been necessary.

6505. Why have they not been necessary there?—Because the boys are all practically working on purely technical lines in the old sense of the word.

6506. By what you say in your *précis* with regard to the mischievous system of payment by results, do you feel that it hampers you in starting higher grade schools generally, or does that apply only to Waverley Road?—The master of the Bridge Street school says: "The science and art "grants necessitate working to the science and art syllabus, which is the "same for boys with no workshop experience as for men—factory operatives—attending evening science classes. There should be a separate "day school syllabus and day examinations if any Government syllabus "is imposed. Moreover, the science and art courses, as at present "defined, direct the method of teaching, or of acquiring scientific knowledge, in certain of the subjects. Taking chemistry as an example, "there is extremely little that trains boys to become inquisitive and "acquisitive. Speaking of the subjects of the Science and Art Department generally, the courses savour too much of pure science."

6507. You also say "one-sided curriculum encouraged (non-recognition "of languages and literature)." That would apply to that school as well?—Yes.

6508. (*Mr. Lyttelton.*) You say 58 per cent. of the boys pass from the elementary schools to the King Edward's School?—To King Edward's School, Five Ways.

6509. Do you know what the destinations are generally of those boys. Are any of them educated with a view to the university, for instance?—No, they are very rarely indeed educated with a view to the university.

6510. Do they receive the sort of instruction they want for trade or for commercial life?—King Edward's School has had no encouragement to go into special courses of any kind, and does not. They all go through the same course.

6511. With regard to your opinion as to the difficulty of the transition from one class of school to the other, you know that other authorities have given rather a different impression as to the difficulties that exist at the start—for instance, Mr. Kitchener at Oxford?—Yes.

6512. Do you differ from him as regards the clever boys or the average boys?—Only as regards the average boys.

6513. Then do you differ from him and others as to the age as to which they ought to pass up. I think Mr. Kitchener says some of them should pass up at the age of 9 and certainly never later than 13?—Nine is a great deal too young, but certainly not later than 13. That I feel very strongly.

6514. You still adhere to your opinion that the difficulties between the two schools are very serious at present; that is with regard to the average boy at the age of 11?—The average boy at the age of 11 has about reached the maximum age at which he should come in.

6515 Supposing it becomes necessary that boys rather older than that should pass on, have you any suggestions to make as to how the difficulty could be modified?—Do you mean in the case of clever boys, or average boys.

6516. Average boys?—No, I think they should go to what I have called the board secondary schools.

6517. You think that the constitution of an endowed secondary school makes it impossible to receive them without these difficulties being felt?—It makes it very difficult. I will not say it makes it absolutely impossible, but it makes it very difficult without dislocations of various kinds, which would seriously hamper such an endowed secondary school.

6518. You expressed an opinion, I think, that the dual control of the secondary schools by the Educational Department and the Science and Art Department is mischievous?—Yes.

6519. In what way is that mischievous?—It prevents a progressive and well-arranged course being devised from the beginning through the schools. For Standard VII., they are under the Education Department and partly under the Science and Art Department, and then beyond Standard VII., they are practically under the Science and Art Department. There are two departments for the first year, and then the Science and Art Department for the rest of the time, and the Science and Art Department, as I have shown you, is unsuited to that class of school.

6520. No difficulty arises from double grants being given to the same boy, for instance?—Do you mean to the school for the same boy.

6521. Yes?—No.

6522. (*Dr. Wormell.*) You call this Bridge Street school, and I suppose all higher grade schools, secondary schools? Is that so?—I am quite prepared to admit that they would come under the term "secondary," as generally understood.

6523. And you think their function is to complete the elementary education that has been given lower down?—Yes.

6524–5. The clever boys are very few in numbers, and they are the only boys who should pass on to the endowed schools. Is that your opinion?—They should pass on to the endowed schools quite early.

6526. Would this be your definition of a higher grade school; that it is a secondary school for boys of average ability who have gone through the elementary course entirely and whose parents are able to keep them for a year or two longer under education? — Roughly, that would be my definition.

6527. I suppose the line dividing your two spheres, so to speak, is not a horizontal line, but it is, according to your notion, an oblique line with your secondary schools under your school board rising side by side with a portion of the endowed schools. Is that so?—It is a line that after that point goes away from rather than approaches the endowed schools. So that the boys at the top of the endowed secondary schools, and the boys at the top of the board secondary schools are wider apart intellectually and in knowledge than they have ever been at any other part of their career.

6528. Are there any boys now in your endowed schools in Birmingham that you think ought to be in these higher grade schools?—Many.

6529. Then you propose, while accepting the line which at present exists, to shift a good many from one side of it to the other?—I should say that the policy of the Birmingham Board up to this point will be carried still further, and that there will be more than one Waverley Road school founded by the school board, by the necessities of the case, to which those you have named would go. I would not force anybody, but it would follow that course.

6530. (*Mr. Yoxall.*) You have entered a protest against the theory that endowed secondary schools should be open only to clever pupils from public elementary schools, by which I think you mean that there should be other than these specially clever children from the elementary schools?—If their parents are in a position to send them.

6531. In your opinion should national provision be made and supplied to a considerable proportion of elementary scholars whose parents wish them to go on to secondary schools?—I think that no special national provision should be made. I think the public elementary school, if properly conducted, is sufficient preparation.

6532. Should provision be made everywhere for supplying to a considerable proportion of children who have attended the public elementary schools Secondary Education also?—Certainly.

6533. You would not wish to confine it to a very few in each case?—No.

6534. You have said something about the mental condition of the average Sixth Standard boy. With what boys would you compare that Sixth Standard boy. You would compare him with boys coming fro what kind of school other than the public elementary school?—With boys who would have come to King Edward's School at quite an early age, 8, 9, or 10 years of age, from the proprietary schools and private schools scattered about the town.

6535. From the private enterprise schools?—Yes, from the private proprietary schools.

6536. Would you wish us to understand that a boy who came at the same age as the Sixth Standard boy from the private enterprise or proprietary school, would be superior in mental condition as a rule to the boy at the same age who had passed the Sixth Standard at the public elementary school?—Of course it is not usual for boys at that age to come up to an endowed secondary school; they come much earlier.

6537. The boy you drew the comparison with was the boy who had been some years at your own school?—Yes.

6538. (*Mr. Sadler.*) Have you watched the subsequent career of any boys or girls who have been educated in the second grade schools?—Yes, with regard to Bridge Street we have, where it is purely technical. It was founded in 1884—that is 10 years ago—for boys only, and with a purely technical course. There the school board has had machinery for watching the occupations of the boys since they have left, and I have handed in a paper giving the number that are following those occupations at this present moment. Waverley Road has not been open long enough.

6539. Do you find that this kind of education is filling the minds of any of the children with a desire for the kind of life for which they have not

the abilities adequate for success?—Do you mean do I find that the Seventh Standard school is doing that?

6540. Yes?—No, but King Edward's School is doing that. We are drawing a large class of boys into secondary schools where they pick up ideas about their future career, which are clerkly in character and which they had much better not entertain as far as their own prospects are concerned.

6541. Do you wish to see all Secondary Education free?—Certainly.

6542. (*Mr. Cockburn.*) Can you tell me how many children you have in your primary schools in Birmingham, board and voluntary?—Board and voluntary about 80,000. In the board schools alone about 56,000.

6543. Then during your 19 or 20 years' experience on the board, have you observed that, with the greatly improved apparatus, the better qualities of teachers, and the variety of improvements that have taken place, the children are passing the standards much younger than they used to?—Yes; much younger.

6544. What is your standard of exemption in Birmingham?—It was Standard V. till 1890; since that time it has been Standard VI.

6545. Then your children are reaching Standards V. and VI. at a much younger age than they used to?—Much younger.

6546. Is that an age at which it is quite impossible for them to hope to get employment of any kind?—The Factory Acts forbid them to be employed.

6547. Has that been one of the causes that has induced people in Birmingham to establish continuation schools?—Yes; I should like to say that, the fact that a child has passed the standards, and is forbidden by law to go to work, and therefore is a loafer on the streets if you do not educate him, has been one of the very strongest motives for the Birmingham School Board in saying that we must go beyond the Seventh Standard.

6548. So as to occupy the necessary interval which, owing to our improved means of education, occurs in the child's life between the time when it has completed its education in the elementary school and the time at which it can go to work?—Yes.

6549. And you in Birmingham are trying to fill up that interval by providing board secondary schools, as you call them?—Yes.

6550. And you are drafting off from your elementary schools all these children. They run to no heavy numbers I suppose in any one school department?—They are mere driblets, in each school, and we have no Standard VII. in our ordinary schools. We have a certain number of grouped Standard VII. classes in addition to the Standard VII. schools at Waverley Road and Bridge Street; so we have made special provision for Standard VII. all through Birmingham.

6551. Then they are of the same character as the two schools you have been dwelling on this morning?—Instead of having a Seventh Standard class with a driblet of scholars in six schools, we are making a class of 40 in one central school for that group.

6552. Then as a man of great experience in board school work, are you of opinion that these continuation board schools must continue to be expanded and multiplied?—Most certainly.

6553. And is it of necessity the case that they must remain under the control of the school board?—Most certainly.

6554. Can you give us any reasons for the view that these board continuation schools, which must exist in your opinion, should be continued under the control of the school board, and not be handed over or conducted by some new educational authority to be created?—At the age at which the pupils have reached Standard VII. they would not consent to have their education dislocated, and if they were compelled to go to some other institution under another body, they would decline to do it, and

would leave school altogether. As far as that is concerned, unless the school board does it, it will not be done at all.

6555. As a grammar schoolmaster yourself, do you think, that if a boy were educated in one of your Birmingham schools up to Standard VI., which he might pass successfully, and then he were imported into one of your schools for a period of 18 months, he would make any satisfactory progress in your school?—Certainly not; he comes too late and leaves too soon.

6556. I think the experience of Birmingham is quite unique; I do not know of any other place than Birmingham which has such an experience. You have a large number of thriving primary schools; you have important grammar schools; you have a great high school, and you have Mason's College?—Yes.

6557. Is it your opinion that the whole of those four classes of education may be so interlocked or co-ordinated as to work one into the other?—They do work and have worked hitherto very smoothly.

6558. And is it your opinion that, barring the university college, the whole of that work could be most usefully controlled and directed by one authority?—I think so.

6559. Are you of opinion that those schools with which you are connected, and which are so successful, are catering for what may be called the boys who want to go into a professional kind of life?—A profession or business mostly.

6560. And your board secondary schools are promoting education for those who are to become foremen and leading artisans. Is that so?—Not entirely. Some of the boys are going in for commerce, and most of the girls are going in either for domestic life or commercial training of some kind or other.

6561. *(Dr. Fairbairn.)* You have practically brought before us four different types of schools: the elementary, the board secondary schools, the grammar schools, and the King Edward High School?—Yes.

6562. You regard secondary board schools as the continuation of the elementary school?—Yes.

6563. But do you regard the high school as the continuation of the grammar school?—Only for exceptional boys.

6564. Would you describe the terminus of each class of school?—A boy who was going to King Edward's High School should leave King Edward's Grammar School at an early age, or he will make no advance in the high school. A boy staying to the end of his course in King Edward's Grammar School (that is 16 years of age) is, as a rule, unfitted for his place in King Edward's High School. He might leave earlier, just as he might leave a public elementary school earlier than the completed course.

6565. King Edward's High School naturally terminates in the university or the university college?—Yes.

6566. The grammar school naturally terminates—where?—In the local college. Anyone wishing to continue his education beyond the age of 16 or 17 would go, and does go, to the local college. I have two annual exhibitions at my school, of 20*l.* and 30*l.* a year, which are held tenable at the local college.

6567. What are the walks of life apart from the university college for which the grammar school trains?—The walks of life are commerce and professions.

6568. What is the difference then in the walks of life for which the secondary board school trains?—The secondary board school trains on the technical side for the better classes of employment in connexion with the manufactures, and on the commercial side for the smaller commercial posts.

6569. Now as to governing bodies. Of course if elementary and Secondary Education were under one board that would mean that there was no endowment or other provision for a secondary school, would it not?—I do not take that to be the case.

6570. Could you have a popularly elected body entrusted with all the endowments of King Edward's School?—I think they should be required to have schemes and governing bodies. The district authority should have governing bodies for its schools. I do not propose to do away with the governing bodies of endowed schools.

6571. So that giving to a united school board the charge of both primary and Secondary Education would not mean that the governing bodies of individual schools were to be superseded?—No, I would require the district authority to have governing bodies for all its secondary schools.

6572. Then will you explain the relation between the governing body and the district authority?—The district authority would be a kind of referee for all the big questions, and questions of policy, and would be the local body inquiring for the benefit of the central authority into the needs of the population with regard to Secondary Education.

6573. Have you studied localities where the school board was the administrative and legislative body for Secondary as well as Primary Education?—In America I have.

6574. In Scotland have you?—No.

6575. You do not know whether the tendency there has been rather to starve Secondary Education when it was under the control of the school board?—I am afraid I am unable to say anything about that.

6576. An ideal board would stand in immediate relation to the ratepayers, would it?—Yes.

6577. It would also stand in a similar relation, would it not, to the higher places of education?—Yes.

6578. How would you secure through popular election the existence of men related to the higher places of education?—If the area for which the district authority were appointed was the proper one I have no fear of the elector. I think he would find out who were the best men and would vote for them.

6579. Is it not very important, however, that the different parts of education which terminate at the university or the university college should have a representative of the university or the university college in the governing body?—In the district authority itself?

6580. In the district authority or whatever authority was the authority in Secondary Education?—I think the district authority should keep itself clear of the management or the governing of the local colleges as of local endowed schools.

6581. My question is as to how you are to secure an ideal body which is to represent the ratepayers, but also to represent education?—I should trust the selection of the ratepayers as well as I should trust any other mode of election that I can conceive.

6582. (*Lady Frederick Cavendish.*) Is there any objection felt on the part of elementary schools to losing their children so early as 10 or 11?—No, none whatever.

SCHOOL FEES IN RELATION TO COMPETITION BETWEEN TWO CLASSES OF SCHOOLS.

6583. (*Chairman.*) You have mentioned two sets of schools, the endowed secondary schools and the board secondary schools. Have you considered what the fees ought to be in those two classes of schools?—I am in favour of no fees for education anywhere.

6584. That is to say ought the question in your view not to arise, because all should be free?—Yes.

6585. Assuming, however, that this was not the policy of the Legislature, would you desire to have a lower scale of fees for the board secondary schools than for the endowed secondary schools?—I am afraid I cannot

answer that question. I cannot realise it arising with reference to any action of the Birmingham School Board.

6586. I am not asking you specially with reference to Birmingham, but generally. Is your experience of schools and school organisation entirely confined to Birmingham?—Yes, except that in my general interest in education I have travelled about the country and seen schools.

6587. Have you any knowledge of what are called higher grade elementary schools anywhere else than in Birmingham?—Yes, I have some knowledge.

6588. Is it within your knowledge that those higher grade elementary schools charge very low fees?—Yes.

6589. Is it within your knowledge that the very low fees which they charge are supposed to destroy the competition of what you would call endowed secondary schools in the same area?—I can imagine that it might do so, but I am not aware of any instance of its having done so.

6590. The whole of the views you have given us are based on the hypothesis that Secondary Education will be altogether free?—No, not based on the hypothesis at all. I am not concerned with the question of whether they are free or not. The board secondary schools happen to be free in Birmingham, but they need not be. That is not my point at all.

6591. I understood you to say that you could not answer my previous question because you were assuming that schools would be free. I asked you whether you had any idea what the scale of fees should be in board secondary schools or endowed secondary schools?—I have no opinion whatever about that.

6592. And the reason you have no opinion is because you assume they should be both free?—I have no opinion.

6593. Surely you can tell me what is the reason why?—I have no experience.

6594. You know that, except at Birmingham, fees are charged?—Yes, but what amount of fee I do not know, or what relation that fee bears to the fee that is paid at the endowed schools.

6595. I ask you if you were to establish these schools and were going to charge fees in them, what scale of fees you would have in your board secondary schools as compared with the fees in the endowed schools?—A lower fee certainly.

6596. Then do you think that in that case the endowed secondary school could survive the competition of the board secondary school charging the lower fee?—So much the worse for the endowed secondary school. The board must do its work.

6597. The effect of that would be to expunge the endowed secondary school because it would die before the competition of the other?—It ought not to. They meet different educational needs.

6598. But if one very much undersells the other——?—It is no question of underselling. There is no competition between the two.

6599. Your view is that the class of persons who would use the two kinds of school are so entirely distinct, and the types of education they would require are so distinct that the competition would not arise?—Providing that the word "classes" does not mean social classes.

6600. I do not mean social classes, we will say kinds of persons?—Yes.

6601. Can you tell us whether in the experience of other towns than Birmingham that has been found to be the case?—Take the case of Birmingham. King Edward's Schools charge fees.

6602. (*Mr. Cockburn.*) How much?—3*l.* in the grammar school, and 12*l.* in the boys' high school. Board schools are free, but there is no indication of any underselling.

6603. (*Chairman.*) Have you any reason to think that if the board schools were not free there would be a very much larger number of pupils in the various branches of King Edward's School?—No.

6604. When you spoke of continuation schools being needed to fill up the gap in the children's lives between their leaving school and their being able to enter employment, did you mean day continuation schools?—Yes.

6605. Then in fact that would mean board secondary schools?—Yes.

6606. (*Chairman to Mr. MacCarthy.*) We have to thank you for the evidence you have given.

Mr. MacCarthy withdrew.

6607. (*Sir Henry Roscoe to Dr. Bruce.*) You appear both in your capacity as member of the Huddersfield School Board and as a representative of the Association of School Boards?—Yes.

UNIVERSITY SCHOLARSHIPS AND EXAMINATIONS.

6608. You desire to say something with regard to university scholarships or scholarships tenable at the universities?—Yes.

6609. Will you kindly tell us what you desire to say?—I wish that they should be more open, both as to subjects and as to the schools from which they come, and I instance the case of the Hastings Scholarships. They are valuable scholarships to Queen's College, Oxford, which are confined to certain schools in Yorkshire. I wish that those and other scholarships should be made perfectly open to the county irrespective of the school from which the boy comes.

6610. And have you anything to say with regard to the examination of schools by the universities?—My personal knowledge of such examinations is decidedly against examination by the universities. They are very good examining bodies for scholars, but they are not the best bodies for examining a school.

6611. Are you speaking now of secondary schools or of primary schools?—I am speaking of both.

6612. Have the universities anything whatever to do with the examination of primary schools throughout the country?—Most of the inspectors are university men.

6613. That is not examining by the universities, but by Her Majesty's inspectors?—Yes.

6614. I understand you to talk about examination of schools by the universities, and I ask you whether the universities have anything whatever to do with examination of the primary schools?—Not as such.

6615. I should like to ask you your opinion with regard to the action of the university with reference to the examination of secondary schools?—I am judging from my experience of them in Huddersfield. We had gentlemen coming down who had no knowledge at all of teaching classes, and could not examine a class. Some of them could scarcely speak to the class; all that they did was by paper.

6616. What school did they come down to examine?—They came down to examine the Huddersfield College.

6617. And you were not satisfied?—No, not at all. We never repeated the experiment. Perhaps we were unfortunate in the tutors or dons that came down.

6618. What other system of school examination for Secondary Education would you suggest instead of this university system?—I would rather that each large district or borough should have an examiner of its own, and also I should utilize the Local Examinations, of which I have a very high opinion, of both Oxford and Cambridge.

6619. You prefer to see the examination system carried out by inspectors or examiners appointed by the local authority?—Yes, with perhaps two or three imperial inspectors over the whole country.

6620. Now with regard to secondary schools and their arrangements, are you prepared to give us your views as to the general arrangements for Secondary Education in the country?—That is a very large question. I should like to bring before this Commission the lamentable condition of some towns in this country, with large populations and good raw material for being educated, who have no endowments, or next to no endowment, and for whom I hope this Commission will make provision by instituting in some way secondary schools. That is specially the case with regard to Huddersfield.

6621. We shall be pleased to hear your evidence upon that point. Will you take one particular instance?—I should be glad to give you the experience of Huddersfield. Huddersfield, strictly so-called, has no endowments for schools. It has three very small so-called grammar schools. I think they were regarded as second or third grade schools in the Schools Inquiry Report. The endowments are very small, and the schools are in the extreme suburbs of the town, about 3 miles from the centre. It is only recently they have even been denominated grammar schools, they are so small. There was a proprietary college well known in the country called the Huddersfield College, which was instituted in 1838, and which has existed till the last year. It has now collapsed, has been purchased by the School Board, and was opened this month as a higher grade school under the Board. I may also say that many friends of the same college instituted a girls' high school, nearly 30 years ago, which was very successful until the boys' school collapsed, and then, unfortunately, and, I think, unnecessarily, the girls' school collapsed. It is now carried on under the name of the headmistress, but of course she has not the same position now, because she is simply the head of a private school, whereas, before, she was the head of a very successful public girls' college.

PARLIAMENTARY GRANT REQUIRED FOR SECONDARY EDUCATION.

6622. Assuming that that condition of things exists, what proposals can you make to the Commission for improving the situation?—If sufficient scope were given to School Boards, and they were allowed to charge fees for Secondary Education, they could provide it without appealing to any other body with perhaps some assistance from the Government; but if you have secondary schools, like endowed or grammar schools, I strongly plead for an Imperial grant, similar to what has been made in Wales. It seems to us rather an injustice to modern towns that a great city like Birmingham, with all its wealth, should have enjoyed for so many years huge endowments, whilst a large new town which has virtually made itself within a few years has no endowments at all. I plead for this: that if King Edward, or King James, or Queen Elizabeth, immortalised their career by endowing schools, Queen Victoria and her Government should distinguish her illustrious reign by helping to endow schools in the towns that are large and populous, and unprovided with Secondary Education. They make grants to the Scotch universities, and the Welsh university colleges, and other colleges which are virtually secondary schools, and I think they should make grants to Huddersfield, and other towns similarly situated, and that there should be endowments provided equal to a sum to be raised partly by rate, and partly by voluntary subscriptions.

6623. You mean that Parliament should vote a sum, pound for pound, equal to that raised by the locality?—Yes.

6624. Taking the example of Huddersfield, have you made up your mind as to what amount Huddersfield would need?—No, I have not gone into detail in that way. The population is about 98,000. With regard to the ratio of children requiring Secondary Education, the estimate seems to vary, and, therefore, I could not exactly state what would be wanted.

6625. Your suggestion would not only have to apply to Huddersfield, but to all towns of a similar position, and to all rural areas also where a similar condition of things existed?—I do not think that in rural areas the same thing should be done, unless there are existing endowments, or existing endowed schools which could be utilised for a large area. I think

rural districts would be better provided for by giving scholarships to pay for their travelling to such a town as Huddersfield, or any other town in the vicinity, or within easy travelling distance of the rural districts.

6626. Are you acquainted with the technical instruction which is given in Huddersfield under the Acts?—Yes. We have what I consider one of the best technical schools in England which arose out of the Mechanics' Institute, as many other technical schools have arisen. It is about the same age as the college. Both those institutions were started very largely by the influence of Mr. Schwann, the father of the Member of Parliament for a division of Manchester, and Mr. Willans. In fact, the same parties started a proprietary school for the middle class, and the Mechanics' Institute for the working class. That is now a technical school, and I have here a copy of the calendar which shows the position of this technical school, which might be almost a university from the extraordinary number of subjects which they teach.

6627. Are you of opinion that a portion of the money now devoted to special technical instruction might be employed for the purpose of what is known as Secondary Education?—You mean the beer money?

6628. Yes?—It seems a matter of indifference whether it is devoted to one or the other so long as the people have the advantage of it for higher education. In Huddersfield it is divided mainly between the technical school and the school board.

6629. Would you explain in what way the technical instruction money is used in Huddersfield?—In the first year we had 1,600*l.* from the Government, and the town council voted 800*l.* to the technical school, 500*l.* to the school board, 100*l.* each to two Mechanics' Institutions in the suburbs, and the Longwood Grammar School. Last year the amount given from this fund was 1,970*l.* They gave 1,100*l.* of that to the technical school, 650*l.* to the school board, 60*l.* to the Longwood Grammar School, 100*l.* to the Lockwood Mechanics' Institute, and 60*l.* to the Mechanics' Institute at Lindley. I may say that, as far as I can see, the distribution of the money depends considerably on the strength of the representatives of the different schools on the Corporation. We have good friends and old members of the school board who have always been very kind to us in matters of this sort.

6630. But that assistance which is thus given to modern Secondary Education through those grants is, in your opinion, insufficient to meet the needs of the case of Huddersfield?—Yes. It is used very little for Secondary Education; it is used for technical education.

6631. Have you anything to say with regard to the system of scholarship examinations in addition to what you have already told us?—No, nothing particular. I do not think there is a sufficient number of them, and I think the subjects should be modified and elastic so as to provide for a boy who may be very clever in one subject, and may not take, for instance, classics. Hitherto scholarships have been for either classics or mathematics, but very rarely for science. I think there should be optional subjects, the same as for the degrees. Also I rather differ from Mr. MacCarthy with regard to clever and promising pupils. I think it is a mistake commercially, socially, and educationally, to encourage the children of the working classes to proceed especially to the endowed schools if they are only of second or third rate ability. I think it is raising them out of their position and only making them more unhappy in after life.

6632. Do you share Mr. Mac Carthy's views with regard to the importance of distinguishing between what he calls the endowed secondary schools and the board secondary schools?—I do not attach the same importance to the distinction as he does, because in many cases you would be obliged to put up with one. I do not care whether it is a board secondary or an endowed secondary, provided it is a good secondary school.

6633. Under whom would you place such a secondary school; under what governors, and under what system?—I prefer, as Mr. MacCarthy

LOCAL ORGANISATION.

does, and as the Association of School Boards by unanimous resolution prefers, that all education should be under one board, but that board should act for a sufficiently large area. In a county borough like Huddersfield it would be sufficiently large in itself. The parliamentary division for the county has been suggested by some. I do not know how far that is possible, but I am strongly of opinion that England ought to be as Scotland is, and that every parish and every district in England should be within some school board area. I see daily the want of that in my own neighbourhood.

6634. We have here to do, not specially with primary school board education, but Secondary Education. Now take your town of Huddersfield: do you consider that it is desirable that Secondary Education in that town should be placed on a proper footing, and put under the present school board?—I do not like to pronounce any judgment on my fellow members of the school board. The majority of the members are competent to take charge of Secondary Education, and such is the case with other boards throughout the country, but I should not say that if Secondary Education were distinct from elementary, the board alone would be the best body. However, I think, they ought to be represented on any composite body. Whether it is in the hands of the county council or in their own management, representatives of the school board should be upon that governing body, to confer with one another so as to prevent overlapping and to facilitate the transference of children from the primary schools to endowed or other secondary schools.

6635. Then may I take it that you would not object to the Secondary Education in Huddersfield being placed under the municipal body with assistance from the school boards and other educational authorities, and that the distribution of the grant for technical education and for Secondary Education should be made by such a composite body?—Reverting to the word "ideal," that is not my ideal. I should certainly prefer one body, an educational board, with power to call in experts either for secondary purposes or technical purposes, as the case may be, but that there should be one board, and elected for education. I think it would improve the character of our boards. In many instances now, through the cumulative vote, men are put upon the boards not for educational purposes at all, but to keep up a creed, or to keep up wages, and except upon these questions these members of the boards take little or no interest in education.

6636. That refers to the School Board, but not to the election of the municipal authority?—The municipal authorities are generally elected upon purely party lines, or labour lines, and many of them know little or nothing of education. It is not a cumulative vote, but they are elected by the same persons.

6637. That being the position with regard to the ideal, what is your opinion with regard to the practical?—Knowing now that these funds are placed in the hands of the local authorities for the purpose of carrying out what may be called modern Secondary Education, would you be satisfied to see that carried out in your town of Huddersfield by the members of the municipal council, strengthened by the addition of expert persons?—I would rather put the School Board first, because it is a body elected for education, and have representatives from the town council, and experts besides.

6638. Does it not make a difference that the sums of money are already placed in the hands of the local authorities for the very purpose?—That is an accident. They were not elected or created for that purpose at all.

6639. Accident or otherwise, is it not the fact?—Yes.

6640. And have we not to meet those facts?—Quite so. But the school board represents the same ratepayers and interests as the council.

SECONDARY EDUCATION IN RURAL DISTRICTS.

6641. Have you anything to say with regard to the establishment of secondary schools in rural districts, where endowments or large benefactions are not available?—I have made two or three proposals.

6642. Would you kindly give us those?—The first is briefly this: "That "the headmaster of an elementary school should be allowed (provided, "always, that it shall not interfere with his ordinary duties) to give "Secondary Education to a few advanced pupils (as in the old parochial "schools of Scotland), and Government grants should be given for English "literature, French, Latin, and pure mathematics, as well as for science. "And, provided the parent is able and willing, fees may be charged under "sanction of the Department. This would raise the tone and style of "the whole school, be an incentive to the higher scholarship in the "district, be an inducement to the teacher to keep up and perfect his "education and reading in the higher subjects, and prove a pleasant "relief to the wearisome monotony of standard-grinding for grants."

6643. Have you ever asked a rural schoolmaster whether he would teach those higher subjects?—In Scotland everyone used to do it.

6644. We are not in Scotland. That may serve as a model, but I want to know whether, in your experience, any rural schoolmaster in England could undertake to teach those higher subjects?—In several cases they could, and would be willing if you give them encouragement.

6645. In such a case, if you go into the rural schools in England, can you point to a single schoolmaster who could say, "I am competent, and "I will undertake to teach these higher subjects"?—He could teach the elementary part of them. He could teach elementary Latin, French, and mathematics. Many of them could.

6646. Who is to teach the other portion?—The advanced pupil could get travelling expenses from the county council to go to the neighbouring city. This would be a preparatory secondary school.

6647. Beyond the Seventh Standard?—I should begin before the Seventh Standard with secondary work. I think it is a mistake to defer it.

6648. And you think that by that means you could give the instruction to a few boys who might afterwards pass on?—Yes. It would be secondary work in its preparatory form. Then my second proposal is that: "County "councils, school boards, and other educational authorities should give "scholarships, and travelling expenses from rural districts, for clever boys "and girls to attend secondary schools, higher grade board schools, or "technical schools in nearest large town, or the nearest grammar school "wherever situated, or even to a private or proprietary secondary school "provided it is efficient, and no religious test or formulary is imposed on "the scholar." I do not think the fact that it is a private school, if it is a first-class school, should prevent the county council paying a child's expenses in travelling, provided the child has religious liberty.

6649. You are aware that that system is adopted to a considerable extent by the county councils?—The county council of the West Riding of Yorkshire objected to give any grant to schools that were either private or proprietary.

6650. For what reason?—The reason was said to be that it was a school conducted for profit, but unfortunately there was no profit.

6651. Was not the reason that it would be illegal to do so?—Possibly.

6652. But you would like to see scholarships given to private schools, provided those schools would place themselves under inspection?—Yes.

6653. In order to certify to their being efficient?—If the county council is satisfied that the school is efficient for the purpose of Secondary Education, and the child has perfect religious liberty, then I should let them have the grant for the education alone, in the absence of any public or endowed school.

6654. Then what is the third proposal you have to make?—The third proposal is: "That old grammar schools, or endowed schools, in rural "districts should be modernised, and required to make more liberal pro- "vision for pupils from elementary schools by scholarships or reduction "of fees, or be entirely taken over by educational board, and aided by

" rates as higher grade schools." Then the fourth proposal is, "That in " a few cases where there is considerable wealth, and there are contiguous " small towns, two or more parishes might unite to establish by rate, and " sustain by fees, one good secondary school for the common area." And the fifth proposal is, "That for higher grade and secondary schools, and " technical institutes, considerable use might be made of peripatetic or " itinerant teachers in special subjects." These are simply alternatives for rural districts.

6655. You throw these out as suggestions, any one of which might assist in the movement?—Especially in places far away from towns. In the vicinity of a town like Huddersfield they can avail themselves of the secondary schools in the town. We have a very large number come into our technical school from as far as Greenfield, Saddleworth, Holmfirth, and Brighouse. It shows to me the necessity for some wider provision for Secondary Education.

6656. (*Dean of Manchester.*) Theremight be schoolsin some of those places themselves?—Yes, certainly, in a place like Saddleworth, or places of that kind.

6657. (*Mrs. Bryant.*) Have you considered the desirability of providing for girls and boys to be taught together in these schools on account of the sparse population in some of the districts?—I do not see any objection to the boys and girls going together. We have never found any objection to it in Huddersfield, morally or socially. But personally I should prefer them being taught, if not in different schools, in different classes. However, I do not think it is a matter of great importance, I think they should be provided for. Our experience in Huddersfield of mixed schools, and in the technical school, is in favour of the boys and girls being together. We have never had any bad results so far as we could see.

6658. (*Dean of Manchester.*) Have you done that largely in the elementary schools?—Yes, most of our best elementary schools are mixed.

6659. (*Mrs. Bryant.*) Would you kindly tell us what age that experience extends to?—It extends from infancy up to 15, and occasionally 16. I think the girls have a good influence on the boys.

6660. And *vice versâ*, I suppose?—I hope so.

6661. My question originally had reference to the fact that in a rural district the number of children who would require Secondary Education would be so few that there might be considerable economy in the arrangements if boys and girls were taught together?—Certainly; I think they should be in all rural districts. It is impossible to have them separate.

6662. (*Mr. Lyttelton.*) May I ask you how it comes about that in a town like Huddersfield private schools have to such an extent failed to supply the deficiencies in Secondary Education?—Private schools for secondary purposes must generally be boarding schools, and boarding schools must be at a place that is particularly beautiful and salubrious. Another reason is that the provincial dialect in the neighbourhood of Huddersfield does not quite please the ear of the wealthy parents, and, therefore, they prefer to send their children away to Harrow, Rugby, Harrogate, Scarborough, Clifton, and other places out of town.

6663. I am speaking of private day schools purely for local purposes, and for parents of a humble rank?—I cannot understand it, except it be lack of appreciation of higher education.

6664. Would you agree with Mr. MacCarthy about the special difficulties of the transfer from elementary schools to endowed schools?—I agree with Mr. MacCarthy in the main, but I do not go so far as he goes. I think it is quite possible for very clever boys after leaving an elementary school, provided they have had a smattering of French and Latin, to take up with the other boys. If they are very clever boys, they soon take up with the boys who have been in the school for some time. I have known several do so.

6665. Mr. MacCarthy's view was that the difficulties are confined to the average boy?—There is no doubt, that there is a difficulty with the average boy.

6666. And do you think that those difficulties cannot be got over without a serious dislocation of the endowed school work?—I think the endowed schools would have to be considerably modified to make themselves useful to such pupils as are trained in the elementary schools.

6667. If they are to be satisfactory continuation schools?—Yes.

6668. At what age do the boys of the board schools get scholarships in secondary schools in Huddersfield?—Generally when they have passed through the Seventh or the Sixth Standards. They would be then about 12 or 13.

6669. And do you find that the selection justifies itself by after results?—In almost every instance, both boys and girls.

6670. Is that the case also if they are selected at an earlier age still?—I do not know. We have not tried it.

6671. Have you any of those higher grade schools in Huddersfield?—We had a Seventh Standard School at Spring Grove, which was called a higher grade school, but it was simply an ordinary school, with the Seventh Standard and *ex*-Seventh Standard at the top of it. We have now a high grade school open this month with provision for 540 or 550, and which has already, before a month is over, rather more than 450 in attendance.

6672. Then you do not apprehend that that will do any harm to any secondary schools established in the town?—No. I have the numbers that have come from other schools. There are now 462 boys and girls in the higher grade school. 364 of these have come from the school board schools, 246 from the Seventh Standard school, and 118 from the other schools. From private schools we have only had about half a dozen; from other elementary schools voluntary schools, in the town, 51; from the three so-called grammar schools, which are very small, I do not think we have had more than 10; the remainder had left school and returned.

6673. Then all your boys in that school come from preparatory schools of some kind?—Nearly all from elementary schools.

6674. Do you think there is a large number of boys in Huddersfield who get no education at all?—No.

6675. But if this supply of Secondary Education is so deficient, how is it that they all get educated some how?—The wealthy parents send their children out of town. That has been the weakness of the educational policy of Huddersfield. That made the difficulty of carrying on the College. The wealthy sent their sons away, and the middle class and the lower middle class sent their children to the board schools, where they would be free. Therefore the remaining portion was so small that the College was not a success, and fees were rather high.

6676. Has any other difficulty stood in the way of the College except fear of the local dialect and high fees?—There have been a good many difficulties. The first difficulty was the religious difficulty.

6677. In what way did that work?—When the College was started, it was started on the broadest basis by Mr. Willans, Mr. Schwann, and a number of others of all denominations, but before it got established the vicar insisted that the headmaster should belong to the Church of England, and because he could not get his own way he began another school, called the Collegiate School, which was always a feeble one. The College prospered for a good many years; then for a few years they were united; and now they have both collapsed.

6678. While they were separate, did they charge about the same fees?—Yes. We have no endowment; that has been really one great difficulty; we have virtually no scholarships to the universities.

6679. I think you are of opinion that the universities should be thrown open wider than they are at present to members of the middle classes?—Yes.

6680. Would that entail a modification of entrance examination to the universities?—As to scholarships.

6681. But you would not have the entrance examination modified as to matriculation. For instance, you would not have Greek a compulsory subject?—No, not necessarily.

6682. Do you think that the effect of that would be considerable in enticing a larger number of young fellows to the universities?—Not a much larger, but a considerable number, and they would be boys that would make use of it—the boys who need a ladder of that description. It is a thing I am most anxious about.

6683. Will you give us your idea of the kind of entrance examination to universities which would be satisfactory?—That would be very difficult to do on the spur of the moment. We have been so long accustomed to either the classical or mathematical, but there ought to be also a combination, say, of science and history; that would would give a literary boy a chance supposing the classics and mathematics were reduced to the minimum certainly required for the university matriculation; but for the scholarship itself prominence might be given to a knowledge of English literature and elementary science.

6684. Do you wish to see the universities thrown open so as to entice a larger number of ordinary boys without any special gifts in any one line?—No, not ordinary boys. I do not think it is wise to send ordinary boys, of whatever class, to the university unless they are likely to make the best use of the time. I think they could spend the time better.

6685. (*Mr. Yoxall.*) Do you say ordinary boys of any class?—Of any class. If I had a son who was not tolerably clever I should not send him to a university. He would probably only waste his time.

6686. (*Mr. Lyttelton.*) Would that apply supposing the universities were more elastic than they are now in teaching science and such like subjects, and had a wider curriculum?—That would make it more attractive, no doubt.

6687. Can you tell me whether there is a widely spread opinion in the north of England as to what you were saying just now, namely, that the life at the universities is rather a waste of time?—It is a very common opinion, for boys of only ordinary ability.

6688. (*Dean of Manchester.*) Do you not think there are other advantages to be obtained from the university course than the mere instruction?—Yes, to those who are born gentlemen and in high circumstances; they get good society and breeding and culture. But the dangers to the mosality of some of them are frightful and utterly destructive. The son of a rich man often goes to the university simply because his father is rich, and he mixes with noblemen and others; but the great object is to show that he has money and not to acquire learning, and I think he would be better out of it, both for the university and himself.

6689. You spoke of the provision for rural districts, and you spoke of the facilities for travelling I suppose it is within your knowledge that there are parts of England where the facilities for travelling are very inconsiderable. How would you arrange for such?—It is for those districts that I made the other suggestion.

6690. What was the other suggestion?—The first was with regard to teachers, and the second that there might be a union of parishes or districts and start a school for a district.

6691. Have you thought how long a time it might take for us to accommodate ourselves to such a state of things as that in England? I know you have in view what was done in Scotland?—I have.

6692. Have you thought that it might take a long time in England to arrive at such a condition of things as that, and would it be the best condition? Would it not be better that there should be what one might call secondary schools established within certainly easy reach?—Yes.

6693. You think that would be better?—Yes, far and away.

6694. The other would be an expedient?—Yes.

6695. You have not very clearly defined how you would constitute your Education Board. Supposing the Education Board is to take cognizance of both the Elementary and Secondary Education, you have told us that you would prefer it emanating, in the first instance, from what you may call the school board element in large and properly defined areas?—Yes.

6696. Would you have representation added to that school board element by co-optation, or how would you get the constitution of the board? What is your own idea?—I think it is very desirable that there should be added members.

6697. How would you add the members?—I should let the board itself choose them. If there were special grants from any county or borough I think they should have corresponding ratio of representation upon the managing body.

6698. By co-optation?—Yes.

6699. You have told us that in parts of the country where there are no endowments at present you would create what would be tantamount to endowments, and you would get out of the exchequer or out of the rates all that you want for Secondary Education?—For the building. I have an idea that Secondary Education ought to be largely self-supporting.

6700. By fees?—Yes, by fees.

6701. Then you would have Secondary Education given to those who would be willing to pay fees?—Yes.

6702. What idea have you got about fees?—I have my own idea about a higher grade school. I should have charged a fee similar to what they charge in Leeds and Sheffield and other towns, and have one-third of the places perfectly open to any class and any school, providing they passed a certain examination for free scholarships.

6703. Free?—Absolutely free.

6704. How would you meet that expenditure?—I would meet that by rate, because they are getting the benefit of it.

6705. But I suppose you would also have a collateral system of scholarships and so on, which would enable the scholars to go and pay the fees?—Yes.

6706. You want your school to be self-supporting?—Yes, or nearly so. In my evidence, which I have printed and not yet spoken, I strongly object to the present Education Department prohibiting boards now from making any charge for fees in higher grade schools. I do not see why other school boards should be permitted to charge fees when we are not.

6707. (*Mr. Cockburn.*) I understand the Dean of Manchester to be dealing now with secondary schools proper?—With regard to secondary schools proper I think they should be self-supporting.

6708. (*Dean of Manchester.*) I think you mentioned that some of the endowments might be moveable, so to speak; that you might remove endowments from one part of the country to another?—Yes.

6709. I suppose you have considered the large outcry which that would be likely to call forth?—There would generally be a large outcry from a little insignificant place probably. The school is continuing in a district for which it is doing little or nothing educationally. All the good that it does in that small district is that it brings custom to the shopkeepers from the boarding houses. The children that are educated there are the children of the wealthy coming from other districts, and I do not see why

they should not be in some instances moved nearer to a town. They have been in some cases.

6710. Am I to understand that you are speaking of schools like Rugby for instance?—No.

6711. What sort of schools are you speaking of?—Sedbergh, Giggleswick, Rishworth, or Ripponden. One was removed to Barnsley.

6712. What would you do in those cases?—I think the county authority should have the power to make a proposal to the Charity Commissioners for transferring those endowments to some place where they would be really useful to the people. Now they are simply assisting the wealthy, who are well able to provide for themselves, to send children from a distance.

6713. And the boarding-houses?—Yes.

6714. Do you think that there has been a wrong departure?—Yes. That was the origin of some of the large public schools. Perhaps the evil is so old that we cannot disturb it now; but it is a very great injustice, I think.

6715. (*Dr. Wormell.*) I think you said that the wealthy of Huddersfield sent their children away for their education?—A very large number of them.

6716. And that the college and also the collegiate school that were started were not able to prevent that?—No, not continuously.

6717. Can you tell us of any kind of Secondary Education for Huddersfield that would step in the way?—If the Government would vote from the Imperial Exchequer an adequate sum to meet half the expense and challenge the district to meet the other half, a proper secondary school, as usually understood, could be established and would be very desirable in that district.

6718. Then it was simply for want of support that those schools failed?—Yes, and lack of endowments and scholarships. There were no scholarships, and there was little or no competition with the other public schools.

6719. (*Mr. Yoxall.*) You said, I think, that it seemed to you to be immaterial whether sums of money disposed of under the Local Taxation and Excise Acts were devoted to technical instruction, or to classical literary education?—Provided they are applied to higher education. That is the main point. I think there would be some advantage in applying them for literature and classics as well as science.

6720. But you would recognise that in a country like England, where technological instruction is so very necessary, the present sum at disposal, three-quarters of a million, is not too much for that purpose alone?—I think a great deal of what is called technical instruction is not technical instruction.

6721. As at present constituted?—As at present constituted.

6722. But supposing that were removed and a system instituted by which it should become really technical instruction, do you think the present sum of three-quarters of a million would be too much?—I could not say, but I think there are very few schools that are technical schools and nothing else.

6723. You would like to give some amount of literary instruction and technical instruction?—In large towns I should prefer that a technical school should be purely a technical school, and leave the elementary and Secondary Education to the Board.

6724. In reply to Sir Henry Roscoe you expressed the opinion that there should be in rural districts elementary schools with secondary classes?—Where the master was competent, or had an assistant who was competent. It could not be in many cases, but in some cases it could be.

6725. Supposing that in a given rural district one group of five or six elementary schools could be set apart as a centre for additional instruction, would it meet your view?—Yes.

6726. Sir Henry Roscoe asked you if you thought there were any rural teachers capable of giving that instruction. I should like to ask if your experience leads you to suppose that the fact that a teacher is engaged in a rural district is in itself evidence that he is inferior to the teacher engaged in a town district?—In some cases it is so; but sometimes a teacher who is a good scholar does not succeed in a large board school where he has large classes; he is lacking in discipline, and though that teacher may have more knowledge, more classics, and more mathematics than a much more successful teacher, he is not a success in a large board school. But in a rural district that man would use his talents to greater advantage if he were allowed to do a little in Secondary Education.

6727. You are aware that a great number of public elementary teachers are thoroughly equipped, so far as the Science and Art Department certificate are concerned, for giving instruction in science, and do at the present moment give it?—Yes; only I should like to see a number of them more equipped in French, classics, and higher mathematics.

6728. With regard to classics and mathematics, you are aware that a great number of teachers in elementary schools now possess university degrees, and that a much greater proportion are studying for university degrees than used to be the case?—I am very glad that it is so. Whenever an assistant teacher of ours takes his B.A., or B.Sc., we generally write him a letter of congratulation and raise his salary.

6729. You say you do not see any obstacle to this fitting up of elementary schools with a secondary top?—No.

RELATION OF SCHOOL BOARDS TO SECONDARY EDUCATION.

6730. (*Chairman.*) What is your view of the place that school boards ought to hold in the scheme of Secondary Education?—My wish and desire is that there should be one Education Board both for Primary and Secondary Education, but if the Secondary Education is kept quite distinct as it is now in many cases I do not think that, as a rule, the school board, as at present constituted and elected, is the fittest body for governing such institutions.

6731. Can you give us your view of the alteration that ought to be made in the mode of electing the body to govern them, or in its composition, in order to make it an adequate authority for Secondary Education?—It is a very great difficulty, but I should abolish the cumulative vote.

6732. That would be one point?—Yes.

6733. Can you give me anything else?—I wish something could be decided upon as to members of school boards or educational boards being eligible for that purpose. The Charity Commissioners in their appointments or nominations of governors always speak of them as being "eligible for that purpose."

6734. Do you mean you would have something like an educational qualification for persons to be eligible for election on school boards?—I should like it very much, but I do not see the possibility of it. We sometimes get very unlikely men.

6735. You mean undesirable men?—Unsuitable and undesirable.

6736. (*Mr. Cockburn.*) And you would meet that by an educational test?—I do not see how it is to be applied. We make it uncomfortable for them.

6737. Is it within your knowledge that in Scotland the burgh schools were formerly, in some cases at least, under the control of the town councils?—Sometimes.

6738. Now they are under school boards?—Yes.

6739. Has that been an improvement or not?—In some cases, I believe, it has not worked well. I believe in Aberdeen it does not work very well. The headmaster of a grammar school is generally more sensitive and less open to reproof and correction than a school board teacher; there has

been a soreness, I think, in several places between the board and the headmaster, and besides their views of education are not always identical.

6740. (*Chairman.*) But in county burghs the technical education fund is in the control of the local authority, and that local authority is not the school board. Would you, if you made the school board the authority for Secondary Education, transfer the technical education grant to them?—Yes. A large portion of the technical grant in Huddersfield is handed over to the school board without any inquiry or without any representation, and they are simply asked to present annually a statement of how the money is spent. That is the case in Leeds and a good many places.

6741. That is not generally the case in England, is it?—It is where they have confidence in the school board; where the school board is doing good work, and where the friends of the school board are on the council.

6742. Is it within your knowledge that there have been schools in Scotland which are supposed to have profited by the transfer from the burgh councils to the school boards?—I have heard of several on this one principle—on the school board principle, and all modern principle, the teacher is more moveable, and in the old system of endowed schools, and sometimes schools governed by town councils, the master was appointed for life, and often became indifferent.

6743. That is not so much a difference in the character and action of the administering body as it is in the conditions and tenure of the master?—A great deal of the school depends upon that.

6744. But it does not seem to me to throw light upon the question I am putting to you, whether the experience of Scotland shows that it is better for a school to be administered by a town council or a school board. The point you have put with regard to the tenure of office of the schoolmaster, does not throw light upon the question of the administering authority Have you any opinion to offer from Scotch experience upon that question?—I think that in smaller burghs, and places like the Elgin Burghs, which are much smaller than Aberdeen, the school board is a better body than the town council. Town councils are often anything but what they should be, especially in these old burghs. Scotch people are alive to the value of education.

6745. You are speaking now of the small burghs?—Yes.

6746. And there you would think the composition of the school board is likely to be better than the composition of the town council?—Yes.

6747. (*Dr. Fairbairn.*) Does not the existence of great endowments devoted to the interests of Secondary Education lessen the sense of responsibility for Secondary Education on the part of the school board?—Very likely, but it ought not to. In Edinburgh they have so many huge endowments like Birmingham that there is little left for the school board to do.

6748. And is it not the same in Aberdeen?—There is one college, the Gordon, which is now thrown open to the public.

6749. In other words, the existence of large endowments with responsible trustees concerned with Secondary Education is unfavourable to the development of the interest in it in the school board?—I do not see that that follows necessarily. Reference has been made to Gordon College, which has now a rich endowment, and is thrown open not only to the city, but to the country. I think it has increased Secondary Education in the country. In order to get scholarships to the Gordon College, elementary masters prepare the boys for those scholarships, not to the extent that they did for the universities. There is a great falling off in that by the Elementary School Act.

6750. (*Mr. Cockburn.*) It has been suggested that Secondary Education in Scotland has suffered in consequence of the transfer of the governing power from the town council to the school board. Do you know whether that has been the case in any town or district outside of Aberdeen and Edinburgh?—No, I could not say that it has.

6751. Is it within your knowledge that it is the fact that it has improved in Glasgow and Dundee?—I am not acquainted with Glasgow and Dundee. My knowledge is more about Aberdeenshire.

6752. Perhaps you have no further information within your own knowledge?—No.

6753. (*Mr. Sadler.*) In your remarks about the danger of a university education to some scholars from secondary schools, was I right in thinking that you referred to the older universities?—Yes.

6754. Not to the new ones?—Not so much, because they are more modern in their subjects and notions.

6755. Are you aware that during the last 20 years there has been a marked and continuous increase in the proportion of poor students at Oxford and Cambridge?—Those that are poor are nearly all clever.

6756. You are aware that that is a matter upon which there is not general agreement?—No, I was not aware.

6757. But I think you expressed, in reply to Mr. Lyttelton's question, a desire that the universities should be made more open to the pupils from a wider range of schools?—Certainly.

6758. The present arrangements of Oxford and Cambridge then, though they are open to criticism, are not incompatible with changes in the direction that you yourself desire?—No, but the cases of boys that can go from an elementary school to Oxford and Cambridge are extremely rare. Even if they have the mental ability it is difficult to get the money for their maintenance. The charges at Oxford and Cambridge are sadly too high.

6759. Are you aware that college scholarships in Oxford and Cambridge are at present offered both in natural science and history?—Yes.

6760. And that general knowledge, especially in literature, carries great weight in these competitions?—Yes, but that is only in recent years.

6761. And that the proportion of such scholars elected from the newer secondary schools is steadily on the increase?—I am delighted to hear it.

6762. In fact, all that movement is exactly in consonance with your wish?—Quite so.

6763. I understood you to say that the local examinations of the universities are, in your opinion, an efficient and practical means of testing the attainments of pupils in secondary schools?—I think very much so.

6764. Then I am right in thinking that your opinion, as far as it is adverse to university examinations, is confined to the examination of the Oxford and Cambridge Joint Board?—Yes.

6765. And that that opinion is based on one trial in Huddersfield College?—I have heard of it being tried in other cases with the same result.

6766. But so far as your own personal experience goes, it is based on one trial at Huddersfield College?—I know another school where it was tried, with the same results and they have given it up.

6767. You have no doubt heard it suggested that the connexion between the older endowed schools and universities has often been good for the district in which the old endowed schools were situated, and helpful to boys of promise who were clever though poor?—Certainly.

6768. Would not the tendency to wipe out those older schools and substitute for them schools of a more modern type possibly be to impair the connexion between those districts and the universities?—What is the worth of the connexion to a small place like Giggleswick?

6769. You do not think it worth anything?—It is not worth consideration compared with a town of a hundred thousand inhabitants.

6770. But in itself you would regard it as good?—In nine cases out of ten the pupil has come from a distance, very few come from the district.

6771. But that has not been the case in the history of the past?—You only get a very small proportion from the district.

6772. But the number of clever boys must always be comparatively small?—Yes.

6773. (*Dr. Fairbairn.*) You especially desire to see the university scholarships open to the entire country?—Yes.

6774. The great majority of them are now, are they not?—No, a large number of them are open to certain schools.

6775. You instanced one case—the case of the Hastings' exhibitions?—Yes.

6776. Still they embrace a large number of schools, do they not?—They are all endowed schools and they are all schools of a certain denomination.

6777. Not all surely?—Not pupils, but the masters almost invariably.

6778. Then as to the connexion of scholarships with the district, do you think that no good interest is served by such connexion?—Certainly, but I do not think it is the fullest and best use of the money.

6779. You would propose that grants or gifts from the Imperial Exchequer be made in order for the creation of new schools?—In populous districts like Huddersfield.

6780. But you would not have this stand alone. Would you grant any power to supplement or support such schools from the rates?—Yes, I should be quite willing provided the arrangement of the school is thoroughly popular and liberal irrespective of party or creed.

6781. You proposed that the elected board be the local authority?—Yes.

6782. If so, ought not the power of rating to be connected with that system?—No one can vote for a school board except he is a ratepayer.

6783. Then the power to rate for Secondary Education would go along with the election of the board?—Yes.

6784. You speak about headmasters of elementary schools being allowed to give secondary instruction?—Yes.

6785. Do you know the operation of the Dick and Milne bequests in the north-east of Scotland?—Yes.

6786. Would you kindly explain that to the Commission?—Those were very valuable bequests to certain schools in the north of Scotland, especially Aberdeenshire. They raised the tone of the parochial school very much, and secured for all the headmasters gentlemen who were graduates of the universities. The standard required for obtaining the Dick bequest secured a higher class of teachers. They were all university men; and there are a large number of instances of boys going from the parochial schools to the universities.

6787. Would you expect that similarly elementary schools doing secondary work might be made such as to attract more highly qualified masters?—I should hope for it, but I am afraid we are a very long way from it. It is an idea that I have; I think university men will become much more numerous. The market will be filled with them, and a man will be glad to take a good elementary school with some secondary work if he has a good degree. I do not see why he should not.

6788. And increased status with increased emoluments might in such schools be given?—Yes.

FURTHER STEPS REQUIRED TO REMOVE DENOMINATIONAL RESTRICTIONS.

6789. You would strongly advocate the abolition of all clerical restrictions on the masters?—Yes; most of them have abolished the clerical restriction on the headmaster, and he need not now be in orders. But very few schools have abolished the rule that the master must be a member of the Church of England, and that the education must be that of the Church of England. To that I very much object.

6790. (*Dean of Manchester.*) But if there were Church of England foundations?—The Church of England is the Church of the nation.

6791. What would be known as Church of England schools are Church of England?—I want them national.

6792. I want them national, too, but there may be schools in which there is a clearly and legally defined trust, about which there can be no doubt. Those you would not interfere with, would you? Nobody who has been before us has desired to interfere with those?—Perhaps the question has not been raised.

6793. Yes, it has been asked. I will put it in another way. Suppose there was a school which was a Nonconformist school or college; you would think in all fairness that that should be left in the hands of Nonconformists?—Yes; but, speaking personally, I should be quite willing to throw all Nonconformist schools perfectly open, provided everybody else did. I do not want denominational schools at all, except theological colleges.

6794. But following up Dr. Fairbairn's question, though you might be willing to do it yourself, you would not make a demand on any body of Nonconformists that they should be compelled by Legislature, or in any other way, to give their school up, apart altogether from the intention of the founder of that school?—If the Church of England consents to be regarded as a denomination like Nonconformists, there might be something in the argument, but the Church of England is the Church of the nation.

6795. I am not arguing. I am simply asking the question?—I say the question does not go on all fours. Nonconformist schools are very different from Church of England schools—national schools. If there are schools that are founded recently, not national schools, but founded by the Church of England as Church of England institutions, not old endowments, then I should not disturb them.

6796. (*Dr. Fairbairn.*) But you would regard the element of time or date of foundation as an essential element in the institution?—Certainly.

6797. (*Lady Frederick Cavendish.*) Should you fix that date at some arbitrary point?—It would be very difficult.

6798. (*Dean of Manchester.*) And very undesirable?—I should hope that in many cases they would broaden the basis without any legislation. I want to see all schools free from religious tests.

6799. Would you propose to abolish religious tests for both teachers and scholars in all endowed schools?—In all endowed schools.

6800. (*Mr. Yoxall.*) And forbid them in new?—And all new schools that are built by the rates or sustained by rates or aided by rates should be unsectarian. That is my strong opinion.

6801. (*Dr. Fairbairn.*) You do not think that the guarantee of a conscience clause in such circumstances enough?—Certainly not.

6802. (*Sir Henry Roscoe.*) Can you tell us whether there are any schools existing now, not purely denominational schools, in which a religious test for teachers and scholars exists?—In many cases the endowed schools require that the headmaster shall be a member of the Church of England, or that the religious instruction shall be in accordance with the Church of England.

6803. (*Dean of Manchester.*) Under the scheme of the Endowed Schools Act that is not the case, is it?—I can only judge from the schools in my neighbourhood.

6804. You do not speak generally, but only of the schools you happen to be acquainted with?—I am only speaking of the schools I know.

6805. You are not speaking with reference to the Endowed Schools Act?—I think the Endowed Schools Act has in many cases retained restrictions which might very well, morally and legally, have been abolished.

6806. (*Lady Frederick Cavendish.*) I think only in the case of very definite Church of England foundations?—I am only giving my opinion.

6807. (*Dean of Manchester.*) Are these schools of which you speak schools which have been remodelled under schemes of the Charity Commissioners in recent years?—I can give you one or two.

6808. But I ask you are they?—Yes.

6809. Give me an instance?—Almondbury,* which is part of Huddersfield.

6810. And is there any restriction there as to mastership?—Yes.

6811. What is the restriction?—The master must belong to the Church of England, and he must teach the Church Catechism.

6812. On what ground has the Charity Commission sanctioned any such scheme?—I cannot say. I think the Charity Commission has been sadly too prone to retain such restrictions where they did exist, and too slow to diminish them, and I could give evidence of that from Huddersfield itself.

6813. (*Lady Frederick Cavendish.*) Are you not aware that they only keep up such restrictions in cases of strict Church of England foundations?—I could give you an instance of perfectly the contrary. I can give you an instance of a charity that was a dole in Huddersfield a short time ago, and the then Attorney-General put in a clause that the religion must be according to the Church of England. Several of my friends protested against it, and said that it should be Scriptural and not Church of England.

6814. That was not under the Charity Commission, was it?—No.

6815. (*Dr. Fairbairn.*) But the Charity Commission was the body that sanctioned it?—Yes.

6816. (*Dean of Manchester.*) Is that school that you have mentioned administered under a scheme of the Charity Commission?—Certainly, and a Church school from top to bottom.

6817. In removing the clerical restrictions as to headmastership, would you impose any restriction such as has been suggested by a previous witness, that it should not be possible for a clergyman, or a minister of any denomination, to be elected to headmastership?—I do not think it is desirable, but I should hardly go so far as to make it impossible.

6818. (*Sir Henry Roscoe.*) To put this matter clearly, I should like to call Dr. Bruce's attention to clause 18 of the Endowed Schools Act 1869, in which it states, as Dr. Bruce is probably aware: "In every scheme (except "as herein-after mentioned) relating to an endowed school the Commis- "sioners shall provide that a person shall not be disqualified for being a "master in such school by reason only of his not being or not intending "to be in holy orders." Quite so, but that is not membership of the Church of England. You will observe that in that case it simply says that it is not required that they shall be in orders, but they may be required to be in the Church of England without being in holy orders.

6819. (*Dr. Fairbairn.*) Is not Dr. Bruce confounding the question of the scheme with the subject of its administration?—No I am not. I have studied the scheme very closely. As to the governors and the scholars there is the utmost religious liberty distinctly stated and enforced and also that the headmaster need not be a clergyman, but in several cases they must still be of the Church of England and go to church. It depended very largely on the parties who got up the agitation for the reformation of the scheme, and on the vigilance or negligence of Nonconformists in the district.

6820. (*Mr. Yoxall.*) May we take it that you would strongly oppose the application of any theological test to any applicants for office as teachers in a secondary school receiving public money?—Certainly. All that I want is that he be a man of high moral character and a good teacher.

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* I have in part confounded Almondbury and Longwood (see Q. 6858–6861).

6821. (*Sir Henry Roscoe.*) Now I will ask you with regard to leaving examinations. Do you consider that leaving examinations unless conducted for a scholarship or for other purposes of that kind should not be insisted upon?—No. I think the students have had so many examinations during their school life that unless there is a degree or a certificate dependent upon it, a boy had better have his mind free at the time when he is going to enter into business or professional life and not cram his mind by getting up details. LEAVING EXAMINATIONS.

6822. (*Mr. Yoxall.*) You are aware that the leaving-certificate system has obtained in Scotland?—In the universities, but I do not think in grammar schools.

6823. And with regard to primary education?—No, I do not think anything more than the standards. It has not to my knowledge, but things may have altered since I left Scotland.

6824. (*Sir Henry Roscoe.*) Would you have them for entrance into universities?—Certainly. There is the matriculation examination. That is very proper.

6825. (*Mr. Yoxall.*) You would, I suppose, approve of a leaving examination in a school as a means of competition between the scholars of that school for a leaving exhibition to superior schools?—Yes. I have not any very strong opinion upon the leaving examination.

6826. (*Sir Henry Roscoe.*) What modifications would you suggest with regard to inspection and examination as at present carried out?—I am afraid the answer that I have put down with regard to that is more with reference to elementary schools than secondary. All that I wish to prevent is the monotony and arbitrary uniformity of subject and curriculum, without giving any scope for the originality of the headmaster or the peculiarity of the district. INSPECTION AND EXAMINATION

6827. You would not wish either the inspection or examination to be conducted so as to conduce to that undesirable uniformity?—It is deadening.

6828. And for that purpose you would think that the inspection and examination by a local authority which, I think, you urged in the earlier part of your evidence would be more desirable than an examination from headquarters from one point?—Yes. In our school board we always valued the opinion of our own Inspector quite as much as, if not more, than that of Her Majesty's Inspectors. His judgment was so sound, and his opportunities of visiting the schools more frequent, which was of the greatest importance to the inspection.

6829. And is it your opinion that all endowed schools should be inspected periodically?—Periodically, but not necessarily annually.

6830. (*Mr. Sadler.*) Would you think it important that the buildings and accommodations of the school should be inspected as distinct from the attainments of the scholars?—Yes, especially in regard to sanitation and adaptation for the purpose for which the school was erected.

6831. And you would subject all endowed schools to inspection of that kind?—Yes, I should subject all schools, whether private or public, to that so far as regards sanitation. I think all schools in which there are 30 or 40 or 50 children ought to be inspected periodically as to the number of children they contain and the sanitation of the buildings and surrounding district. I think it is very much needed.

6832. That involves a register of schools?—I have no opinion about registration of schools, but I daresay it would be better.

6833. But does not your proposal involve it, or the local authorities would not know where the schools were?—The schools are generally known to the school board authorities. The school board clerk knows them all.

6834. Then would you subject the national public schools to inspection of that kind?—Yes, I should. Some of them need it.

6835. It has been suggested that if the inspection were by the local authority only, there would be a tendency for it to become somewhat narrow and unenlightened. Do you think it would be desirable to have an admixture of central inspection as well as purely local?—Yes, I think I have said something to that effect, that whilst I prefer local inspection, it would be better if there were a few Imperial or general inspectors for the whole country; that their inspection should not be so minute but general.

6836. (*Mr. Yoxall.*) May we take it that those evils of arbitrary uniformity of subjects and methods, and fads of individual inspectors, which you think should be guarded against in the inspection of secondary schools, have been seen by you to occur in the examination and inspection of primary schools?—Yes very much so—sometimes ridiculously so.

ENDOWMENTS. 6837. (*Sir Henry Roscoe.*) With regard to the question of endowments, what additional power do you consider desirable for changing in the first place their application, and in the second place their situation?—In the first place because of the change in creed throughout the country generally and the advance in religious freedom. Even where there is no change of creed, there is far more charity towards different denominations, and therefore where there are restrictions I should endeavour to remove those restrictions. The mere fact of there being a conscience clause does not prevent mischief being done.

6838. I take it that we are on the subject of endowments now, that is to say, we wish to know whether in your opinion additional power is desirable for changing endowments?—Yes. I say the change is required because of the change in the creed.

6839. Do you mean to say that the endowments should be opened out to all the nation? — Yes, irrespective of creed, the same as the universities.

6840. I suppose with the conditions which you have given in your evidence already?—Yes.

6841. (*Lady Frederick Cavendish.*) What do you mean by change of creed?—At one time the nation was almost all of one faith. It is I think notorious now that a great many are not of that faith except with very great variations, and I think we ought to recognise the fact especially in the matter of education, and not punish a man for the change of his belief so long as he is a good citizen and a good man.

6842. But am I not right in saying that the schools are now thrown open? I cannot help thinking you are mistaken about that. All the old endowments that are receiving public money are thrown open now?—Will you allow me to explain. We have three small endowed schools in our neighbourhood; the endowment is very small; the governors of these schools may belong to any religion whatever, and the scholars have a conscience clause, but all the teachers must be of the Church of England, and the governors with scarcely a single exception are of the Church of England, and although I have been in this town of Huddersfield very nearly 40 years, and was secretary of the Huddersfield College, and connected with all the educational institutions of the town, in all the 40 years I do not remember that I have ever been invited to the distribution of prizes of any of these three schools. They are managed as exclusively Church schools from the fact that when the scheme was made the number of co-optative governors appointed in the original scheme was larger than the permanent number, and no new governors could be appointed until they were reduced. When they are reduced the new ones are chosen by the party which is in power at the time. So that these schools are continually under the management of the Church party, although the town is by a large majority Nonconformist. I think that is not fair.

6843. Could any change in the law prevent that?—Certainly.

6844. (*Mr. Cockburn.*) Is Armytage Technical School one of those?—That is mainly a charity connected with the technical school. In the case of the technical school there is no religious test whatever, and it is managed by all parties.

6845. (*Lady Frederick Cavendish.*) I understand that Armytage's is the only school under the scheme of the Endowed Schools Commissioners in Huddersfield?—Armytage's Charity strictly speaking is not a school, but it is a charity which gives scholarships to the technical school, and that is without religious bias.

6846. (*Mr. Cockburn.*) That is under the Endowed Schools Act?—Yes.

6847. And is not that the only school in Huddersfield which is?—No. It is not anendowed school at all. It is a charity that makes grants to the technical school. I mainly refer to Almondbury, Longwood, and Fartown.

6848. (*Dr. Fairbairn.*) You believe that with change of population there ought to be a change of the locality of the school?—Yes. I think in regard to Huddersfield itself those three schools are most inconveniently situated for the borough; they are all now within the boundary of the borough, but Almondbury itself is at the very extreme end of the borough. I should say the other grammar school is five miles the other side. The very fact that one is called Fartown implies that it is very far from the town, and Longwood is still further. I think if those three could be brought together, they would form the nucleus of an endowment, and with an Imperial grant we could have a first class secondary school that would be available to all classes, and to the whole borough. That is the reason why I wish it changed.

6849. (*Sir Henry Roscoe.*) What authority should exercise the power?—I have suggested that these bodies should take the initiative; if one does not the others should; the county councils, the county or provincial education boards, that is if there were a board for a wide area; thirdly, the town councils or school boards, or lastly the Charity Commissioners.

6850. You mention all those. You do not mean that all should act, but one or other of them?—Yes. Any of them may act. The Government, of course, would have the final power.

6851. And what would you do with the endowments that are now applied to elementary education and apprenticeships?—I should apply them to technical and secondary schools, as all elementary education is free.

6852. Now we come to a more difficult subject. Have you an opinion to express to the Commission with regard to whether the higher grade elementary schools should remain, and be established where they are now wanted?—I am very strongly of opinion that, where they are established and required, they should remain, and that in all large school board districts they should be established; and I sincerely trust the Commissioners will not attempt in any way to limit school boards to the old-fashioned and mean ideal of elementary, so as to exclude from the province of school boards everything of the nature of higher or Secondary Education.

HIGHER GRADE ELEMENTARY SCHOOLS.

6853. Now, with regard to the effect on the higher grade schools of the Science and Art Department grants. Is that satisfactory, and, if not, why not?—I do not think it is. We are very much obliged to the Science and Art Department for their grants, but the tendency of the system as now administered, is to make the school during a certain portion of the year—three months—a school for cramming. The elementary work is neglected, and has to be got ready with a rush for Her Majesty's Inspector afterwards. It has also prevented attention to what I consider is education itself—the education of the mind, not merely by science, but by literature and languages. Therefore, I strongly recommend that the Government Department should, I do not say lessen the grants for science, because I think we deserve all we get, but make grants also for languages, especially French, and also for English literature, which is very much neglected.

6854. Of course you are aware that the Science and Art Department was established for a particular object?—It has done splendid work. It is simply the abuse of the system that I complain of.

6855. But you would like to see similar grants to those that are paid for the science subjects given for literary subjects?—Yes, and that was passed unanimously by the Association of School Boards without a dissentient.

6856. How would that affect the thing you complain of, namely, that the method is one of cram. Would it not increase the danger if you add to the subject?—Not necessarily. It broadens the mind when they are taking in more subjects than one, and the examination might not be so minute in results.

6857. At what age would you advise that the children should leave the elementary for the technical school?—I think no hard and fast line as to age is possible. It depends on the circumstances of the parents, the ability, and probable future of the children, and the subjects taught in both "elementary and secondary schools." If you understand by "Secondary Education" subject and not age, I think if they begin at the Fourth Standard for the Secondary Education it would be a reasonable age. We begin at the Fifth now in our higher grade schools.

6858. (*Dr. Fairbairn.*) May I call Dr. Bruce's attention to some distinctions between the two schemes of the Longwood and the Almondbury Schools. In the Longwood scheme there is nothing stated as to the governors, but there is a special provision that the headmaster should belong to the Church of England?—Yes. That is what I complain of, and these vicars are ex officio governors.

6859. In the Almondbury scheme there is the special statutory provision that the governors' religious opinions, or attendance or non-attendance at any particular form of religious worship, shall not, in any way, affect the qualifications of any person with regard to being a governor under this scheme?—Quite so.

6860. And, as regards the headmaster, there is no condition requiring him to be either in orders or a member of the Church of England?—The religious teaching must be conducted according to the Church of England, and he must go to the Church, as far as I understand.

6861. In the Almondbury scheme it says there shall be a headmaster of the school, and he shall be a graduate of some university in the United Kingdom, but it says nothing about his religious opinion?—It is so intepreted, I know. But clause 49 of the scheme says "religious instruc- "tion according to the doctrines of the Church of England shall be given "in the school."

6862. (*Mr. Cockburn.*) Would it meet your difficulty about the South Kensington and the Whitehall Department acting in their two independent spheres, supposing there could be brought about in any way a fusion of the two departments?—I should like it very much.

6863. I do not mean the diminution of the grants which they were prepared to pay, but that they might then be given on a more homogeneous principle. Would that meet your objection?—Yes.

CONSTITUTION AND AREA OF DISTRICT AUTHORITY.

6864. (*Sir Henry Roscoe.*) Now, with regard to the district authority for Secondary Education. What should be the area of a district authority in your opinion. Would you say a county, or a group of counties?—The area should be sufficiently large; either a whole county, part of a county, or a union of two or three smaller counties. The Parliamentary divisions might be adopted, and where they are impracticable, as they would be in some cases, let areas be chosen and delimited by an Education Commission specially appointed for this purpose, taking counsel with municipal and school board authorities. Every parish in England ought to be embraced under some proper educational board, either school board, or school board enlarged as to area and scope of work, and not left, as now, to voluntary schools of sectarian character, with an Attendance Committee appointed by poor law guardians. The authority for education should be

a board elected for that purpose only. Then with regard to appointing university representatives upon the educational board, I do not think that is desirable unless they are chosen by the board, or by the council, except it may be one of the local modern universities contiguous to the district, in which case I think it is very desirable that one should be a representative. I have also said, I think, that one of the teachers of secondary schools might be on that board chosen by them; but whether with a vote is a question.

6865. You have an opinion with regard to the desirability of Government assistance for the erection of new secondary schools?—Yes, I am strong upon that.

6866. (*Mr. Yoxall.*) You contemplate that the board might include a secondary teacher as a representative of secondary teachers?—Yes.

6867. I understand that you would also prefer that the board should include both Primary and Secondary Education. In that case, you would have a representative of the primary teachers on the board also, I presume?—I have not considered that question, but if the teachers united, as the board would be united, for both purposes, and chose their teachers from either class of teachers, I should not mind.

6868. (*Mr. Sadler.*) Your proposal that there should be a teacher's representative on the provincial board would imply, would it not, a register of teachers to form the electing body of such a representative?—It seems to be so; it is a teachers' question, and I have no definite opinion about it.

6869. But the administrative proposal which you make practically involves such a scheme?—You see the teachers already have, without an Imperial register, their associations, and that for my purpose would be quite adequate.

6870. They are not necessary conterminous with the number of teachers?—I am not particular at all about that; the teachers will be competent enough to form a body either by registration or association.

6871. I understood you to say that under certain conditions you would like to see a university college representative on the body?—If the board chose one from his connexion with the district, I think it would be very desirable; but for any college in Oxford or Cambridge, *ex officio*, to send down one of their men who knows nothing about the district, I think would be most objectionable. If it is near Manchester, or near Leeds, and there is a connexion between the secondary school and those local colleges, I think it is desirable that one of those should be put on.

6872. I did not mention the colleges, but the universities. I asked whether you would welcome a university representative on those provincial boards?—No, I should not; I am afraid they would work it for university purposes.

6873. But I understand you would desire that the education of the country should be systematised?—Yes; but until very recently it is the people who have educated the universities.

6874. And do you not think that it is desirable to keep the universities for that very reason continually acquainted with the changing educational needs of the country?—Yes, I think it is desirable; but still I do not think that is the best way of securing it.

6875. But so far as it did secure such continuous acquaintance you would welcome such representation?—Yes; I think the closer the relationship between the universities and secondary schools in knowledge of each other's wants, the better.

6876. Of the universities in the country?—Yes.

6877. As represented by the provincial board?—Yes.

6878. (*Dr. Fairbairn.*) Would you be entirely opposed to *ex-officio* governors?—As a rule, I am.

6879. In order to secure the perfect impartiality of the schemes do you consider it necessary to have a perfectly impartial governing body?—Certainly.

6880. Have you any suggestions to offer as to its composition?—I think I mentioned before that if we could have school board districts large enough there should be one elected educational authority for such district. That is my ideal, an educational authority elected for that district, and for that purpose. But as there is not much probability of that coming at present, I do not object to the county council, or the borough council, making a combined board with the school board; but in any case I think the school board, as an elected authority for education, should be embraced in that composite board.

6881. (*Sir Henry Roscoe.*) I understood you to be of opinion that a Central Educational Board under the control of a responsible Parliamentary Minister is a desirable thing?—Very.

6882. You do not think the Minister himself would be sufficient, and that he would be only, perhaps, hampered and his action rendered less efficient by having associated with him a number of other persons. Is the Minister to be supreme, or is the council to be supreme?—I think the Minister must be supreme, as he is responsible directly to Parliament.

6883. Then is there any advantage, in your opinion, in having a council as well as Minister?—I think it would be very desirable. At present I am afraid it is left very much to a council of inspectors, and they look at it simply from an inspector's point of view.

6884. I understand that you desire to encourage independence and variety throughout the country?—I do.

6885. And you do not desire that the Minister or the educational board should control in that sense the curriculum or the work?—No, not absolutely control it. They might guide it and give suggestions.

6886. Then have you anything to say with regard to university extension classes and evening schools?—University extension classes and lectures, though useful and stimulating, can never be responsible, to any extent, for Secondary Education. The same may be said of evening schools. I should not exclude either of these agencies, where they can be utilised, but they must not be relied upon. In technical and board schools evening classes have done something, and could do more.

6887. How far should regard be had to existing schools, private or proprietary, or higher grade elementary, in considering the question of founding new schools?—Regard should be had to existing schools, provided they are efficient and open to all eligible pupils, irrespective of creed or class. But the interests of a great community should not be sacrificed to the vested interests of a few individuals.

6888. (*Mr. Sadler.*) You would wish to see the universities represented on the Central Educational Board?—Yes, I think they might be with advantage represented there.

6889. With regard to your remark about university extension, I understood you to say that you did not think the university extension system could ever be made responsible to any very large extent for Secondary Education?—No, not to any large extent.

6890. That I understand has never been proposed, but I gather from your remarks that you think it might play some part in an organisation of secondary teaching?—It has been a very valuable stimulus to Secondary and Elementary Education. It has been of very great value to our ex-pupil teachers especially.

6891. But you are aware that, as developed, university extension does not only take the form of lectures, but of systematic searching class teaching as well?—Yes, we have had some of that in Huddersfield, and with very great advantage.

6892. In Huddersfield, however, the university extension work has been of the lecturing type?—But there are classes.

6893. I am speaking of classes apart from lectures?—I have not been conversant with those.

6894. Under such a form university extension would be especially useful in schools where you want class teaching rather than lectures?—These university extension classes would be held by peripatetic teachers.

6895. You think that the university extension authorities might provide some of these peripatetic teachers whose services you would think necessary?—Yes.

6896. (*Mr. Yoxall.*) Although you do not think that evening schools are reliable agencies for Secondary Education, I suppose you would take it that they are useful as an agency for continuative education, and as elementary education becomes more advanced and general, evening schools will become more satisfactory agencies for Secondary Education?—Yes, but I do not think they will ever be relied upon to any large extent. I do not think education was ever intended to be conducted in the evening.

6897. (*Sir Henry Roscoe.*) Is there any other question upon which you wish to say anything?—No, except that I am afraid I have not sufficiently perhaps laid stress upon the importance of providing a secondary school for Huddersfield, and towns similarly circumstanced.

(*Sir Henry Roscoe.*) We are much obliged to you for your valuable evidence.

The witness withdrew.

Adjourned to to-morrow at 11 o'clock.

EIGHTEENTH DAY.

Westminster Hall, Wednesday, 27th June 1894.

PRESENT:

THE RIGHT HON. JAMES BRYCE, M.P., IN THE CHAIR.

Sir HENRY ROSCOE, D.C.L., M.P.
The Very Rev. The DEAN OF MANCHESTER, D.D.
The Rev. A. M. FAIRBAIRN, D.D.
Mr. RICHARD WORMELL, D.Sc.
Mr. HENRY HOBHOUSE, M.A., M.P.
Mr. M. E. SADLER, M.A.
Mr. H. LLEWELLYN SMITH, M.A.
Mr. GEORGE J. COCKBURN.
Mr. J. H. YOXALL.
The Lady FREDERICK CAVENDISH.
Mrs. BRYANT, D.Sc.
Mrs. HENRY SIDGWICK.

The Hon. WILLIAM N. BRUCE, *Secretary.*

JOHN F. MOSS, Esq., called in and examined.

6898. (*Chairman.*) You are, I think, clerk of the Sheffield School Board?—Yes.

6899. You were also one of the local honorary secretaries of the movement which led to the founding of Firth College at Sheffield?—Yes.

6900. And you were for some time honorary secretary of the college?—Yes.

6901. And you are now, I believe, trustee and member of the executive committee of the college?—That is so.

6902. And a member of the council of the Sheffield Technical School?—Yes.

6903. Do you wish to give us, upon the questions we have to investigate, the opinions of the Association of School Boards, or your own private opinions, or do you think you will be able in your evidence to distinguish between that which you say in your representative capacity and that which you would wish to add in your individual capacity?—I am here as one of the representatives of the Association of School Boards, and wish to put before you what I conceive to be the views of that Association in reference to certain matters into which you are inquiring. I do not know that I wish particularly to obtrude my own views.

6904. What I mean to say is, that there are probably questions we should wish to put to you upon which you would not feel empowered to offer the opinions of the Association, but might give us opinions of your own. In that case will you please state when you are giving the views of the Association and when you are giving your own individual opinion?—I will endeavour to do so.

SHEFFIELD SCHOOL BOARD; CENTRAL HIGHER SCHOOL.

6905. Your Sheffield School Board has interested itself not only in elementary but also in Secondary Education?—It has.

6906. Will you tell us what it has done on behalf of what is practically Secondary Education?—It has established a central higher school, to which are drafted the children from the upper standards of the ordinary public elementary schools, for a more advanced education than would be possible in the ordinary schools.

6907. By "higher school," do you mean what we have had commonly described as a higher grade elementary school?—It is a school of that type. We prefer not to call it "higher grade"; we have always refrained from using that term.

6908. I am not insisting on the word, but I want to know if it is the same thing which has generally been called by the witnesses a higher grade elementary school?—It is.

6909. But the instruction given in it is secondary?—Quite so.

6910. Will you tell us what are the subjects which are taught in your central higher board school?—I will put in a statement showing the subjects taught. The work at present begins with that of Standard VI.

STATEMENT of SUBJECTS taught in the VARIOUS CLASSES of the CENTRAL HIGHER SCHOOL.

BOYS.

Standard VI. (*Two Sections.*)—The Code subjects, including French and algebra; drawing; scripture.

Standard VII. (*Four Sections.*)—The Code subjects, including French and algebra; drawing; machine construction and drawing; inorganic chemistry (theoretical and practical); scripture.

Ex.-Standard VII. 1st year. (*Commercial Section.*)—French; German; book-keeping; shorthand; drawing; English; mathematics; one half take machine construction and drawing and the other half take chemistry; a few take Latin; scripture.

Ex.-Standard VII. 1st year. (Science Section.)—Mathematics; machine construction and drawing; inorganic chemistry (theoretical and practical); practical plane and solid geometry; magnetism and electricity; manual instruction; drawing; English; scripture.

Ex.-Standard VII. 2nd and 3rd year.—Mathematics; machine construction and drawing; inorganic chemistry (theoretical and practical); practical plane and solid geometry; theoretical mechanics; acoustics, light and heat; manual instruction; drawing; English; French; a few take Latin; scripture.

GIRLS.

Standard VI.—The Code subjects, including domestic economy, needlework, cookery, and French; drawing; scripture.

Standard VII. (Three Sections.)—The Code subjects, including domestic economy, needlework, cookery, and French; drawing; animal physiology; scripture.

Ex.-Standard VII. Section C.—Domestic economy; needlework; arithmetic; English; geography; history; French; drawing; scripture.

Ex.-Standard VII. 1st year. Section B.—Domestic economy; needlework; arithmetic; English; geography; history; animal physiology; French; drawing; scripture.

Ex.-Standard VII. 2nd and 3rd year. Section A.—Domestic economy; needlework; arithmetic; English; geography; history; animal physiology; hygiene; French; drawing; scripture.

6911. Does the central higher school have a distinctly scientific and technical character, or is it intended to give general Secondary Education?—It has devoted itself more especially to the scientific side of the education, but we do cultivate the literary subjects, and it gives really a pretty full Secondary Education.

6912. What are the fees?—We have no fees.

6913. Is it entirely free?—Yes, it is entirely free.

6914. What are the ages of the pupils?—They begin with the work of the Sixth Standard, and the age on admission will vary from 10 to, say, 13 or more.

6915. How long do they remain?—Some up to the ages of 16 or 17, but not a large number.

6916. And no fees are charged to any of the boys at all?—No.

6917. Nor to the girls?—No.

6918. The number of boys is larger than that of girls, I presume?—There are now about 100 more boys than girls.

6919. You are aware that the Schools Inquiry Commissioners divided the secondary schools that they proposed to establish into three classes: first grade, second grade, and third grade, and they considered that the boys would leave the third grade school at about 14, the second grade school about 16, and the first grade school at about 18?—Yes, I am aware of that classification.

6920. Then if your pupils leave this central high school as late as 17, the school itself would rather correspond, at least in its upper half, with what the Schools Inquiry Commissioners called the second or even the first grade school?—I should think a second grade school, but it does not quite admit of the description.

6921. It does not quite admit of the description, I suppose, because the education, even among the older boys, is not directed to preparation for the universities?—That is so.

6922. It has a strongly scientific tendency?—Yes, I am afraid we have been led to cultivate the sciences for financial reasons, but it has been felt that it is very desirable to pay more attention to the literary subjects, and to encourage a wider culture.

6923. What are the financial reasons?—That we have been able to earn large grants from the Science and Art Department for science and art, and there are no equivalent grants for the modern languages and literature to be earned in respect of children beyond the Standards.

6924. Then is it chiefly by means of the science and art grants that you are able to maintain the school without charge to the pupils?—Well, we had a charge up to the time of the Free Education Act, but, of course, the grants have been of great help in maintaining the school. They have prevented a larger draft from the rates.

6925. But now under the Free Education Act you do not get any Government grant from the Education Department in respect of pupils beyond the Seventh Standard?—That is so.

6926. Therefore, as far as pupils beyond the Seventh Standard are concerned, they constitute, I suppose, a large proportion of the pupils. Is that so?—Nearly half, I should think.

6927. You are obliged to rely partly upon the science and art grants and partly upon what you take out of the rates?—That is so.

6928. Can you tell me how much comes from the science and art grants and how much comes from the rates?—Last year the figures were 785*l.* 11*s.* 4*d.* from the Science and Art Department, and 1,526*l.* 5*s.* 9*d.* from the rates. There was also 691*l.* 14*s.* 0*d.* from the Education Department on account of pupils in Standards VI. and VII.

6929. Have any objections been raised by the ratepayers to taking money out of the rates for pupils beyond the Seventh Standard?—None.

6930. Do you consider that there is any question as to your legal power to apply money out of the rates to the education of pupils beyond the Seventh Standard?—I do. The powers of a school board are not very clearly defined, and as a matter of fact the board stepped in to do a work which was urgently required and which could be done in no other way. It might be convenient, perhaps, if I just described the state of Secondary Education in Sheffield at the time of the framing of this scheme for the school.

STATE OF SECONDARY EDUCATION IN SHEFFIELD WHEN CENTRAL HIGHER SCHOOL WAS ESTABLISHED.

6931. I shall be obliged if you will describe it?—When a proposal to provide a central higher school was being framed, there was a deplorable dearth of suitable instruction in sciences directly bearing upon the industries of the district, and the provision for Secondary Education was limited to a Royal Grammar School (which had an attendance of 150 boys during its most prosperous days, and a staff consisting of one headmaster, one second master, and one junior assistant). There was a proprietary school, a semi-private collegiate school, and several small private schools.

6932. Was there no considerable private school?—No, there were several small and good schools of, perhaps, a somewhat old-fashioned type.

6933. And I suppose rather intended for pupils belonging to the wealthier class?—Quite so. The Royal Grammar School had then an endowment of 300*l.* a year, and a certain number of scholars were admitted free or at reduced fees. The ordinary fee was about 5 guineas a year, and the instruction as efficient as could possibly be expected with so small a staff.

6934. Was the instruction of the grammar school directed to what may be called chiefly classical subjects and to prepare for the universities, or

was it of a more modern and commercial type?—It was more of a commercial school, I think. The Wesley College was a proprietary school and had a number of boarders and about 130 day scholars. It was a very good school and was doing very good work. They would pay fees ranging from about 9 guineas to 15 guineas per annum, and then at the collegiate school the fees were similar. The collegiate school was originally a proprietary school but had become private property, and the premises were eventually acquired by the trustees of the Royal Grammar School under a new scheme dated June 29th, 1888. After the transference the staff was augmented, and now consists of a headmaster and nine others, besides visiting masters for special subjects.

6935. You are speaking now of the grammar school?—Yes, of the grammar school. In January 1894 the Royal Grammar School had 162 pupils on the books; the endowment has now increased in value to 662*l.* per annum; there are scholarships offered by the town trustees to the value of 150*l.* per annum, and the city council of Sheffield last year gave a grant of 600*l.*

6936. Was that an occasional grant, or is it intended to be an annual grant?—I believe it is intended to be an annual grant, but the council has not committed itself beyond the grant for the year.

6937. Has the council any representation upon the governing body of the grammar school?—It has.

6938. What representation has it?—There are three elected by the County Council under the new scheme, and two others are elected under the Technical Instruction Act. The greater portion of this 600*l.*, however, was originally required for improving the school premises, and I believe that the school ought now to have spent upon it some thousands of pounds, probably some 2,000*l.* or 3,000*l.* at least, to render its equipment complete, or anything like approaching modern requirements.

6939. Was this grant of 600*l.* given out of the Technical Instruction Fund at the disposal of the council?—It was. That is, the council deals with the money under the Local Customs and Excise Act, and it also levies a small rate under the Technical Instruction Act.

6940. Do you know what the amount of the rate is that it levies?—This year the city council recommended votes in aid of technical instruction in Sheffield. The sum to be received under the Local Taxation (Customs and Excise) Act for the year was estimated at 5,400*l.* There was a balance in hand applicable to grants in aid of 500*l.*, and a sum was raised by a rate under the Technical Instruction Act amounting to 1,065*l.*; that would be about a farthing rate.

6941. (*Mr. Cockburn.*) What does a penny produce in Sheffield?—About 4,850*l.*

6942. (*Chairman.*) Will you now pursue the account you were going to give us?—I have handed in a paper this morning showing the population of Sheffield in 1871 and 1891, and showing also the number of students under instruction in science classes recognised by the Science and Art Department when the school board began its operations; the number under instruction in 1874, and during the last year; also the numbers under instruction in the subjects mentioned at the central higher board school alone in 1893. I just wish to draw attention to the remarkable advance which has been made in science teaching, and what a large share the central higher school has borne in this work.

The population of Sheffield was 239,947 in 1871 and 324,240 in 1891. The subjoined statement shows the number of students under instruction in science classes recognised by the Science and Art Department when the school board began its operations; the number under instruction in

1874 and during last year: also the numbers under instruction in the subjects mentioned at the Central Higher Board School alone in 1893:—

	1871.	1874.	1893.	Central Higher School only. 1893.
Geometry	23	17	708	320
Machine construction and drawing	34	30	755	480
Building construction or naval architecture	2	3*	80*	50*
Mathematics:				
I., II., and III.	57	55	501	270
IV. and V.	—	—	28	2
VI. and VII.	—	—	2	2
Theoretical mechanics	1	—	185†	120†
Inorganic chemistry:				
Theoretical	156	54	602	450
Practical	—	—	574	450
Organic chemistry:				
Theoretical	38	—	20	20
Practical	—	—	20	20
Metallurgy:				
Theoretical	51	—	—	—
Practical	—	—	85	—
Physical geography	46	86	—	—
Physiography	—	—	314	174
Applied mechanics	—	—	180	80
Sound, light, and heat	—	26	105	75
Heat (A. & H.)	—	—	20	—
Magnetism and electricity	—	11	135	75
Geology	—	—	27	12
Physiology	—	—	280	120
Steam	—	—	120	50
Botany	—	—	68	68
Mining	—	—	50	—
Agriculture	—	—	80	—
Hygiene	—	—	140	80

* Building construction only. † Solids and fluids.

6943. This paper does not seem to contain the total number of pupils n the central higher board school?—No, but I will supply that.

6944. Can you tell us roughly offhand?—About a thousand. For many years prior to the establishment of the central higher school there was no public institution of any kind with a laboratory in which practical chemistry could be efficiently taught, and the number of persons availing themselves of the limited means of instruction in machine drawing and construction, and other sciences immediately applicable to local manufactures, was, as already shown, lamentably small.

6945. Do you mean that there was no school with a chemical laboratory in Sheffield before the formation of the central higher school?—That was so. There had been a laboratory for metallurgy and chemistry at the collegiate school some years before, but it had fallen into disuse. There had been a small class for practical chemistry, and a laboratory for 10 or 12 students established by a private professional man, but at the time of the framing of the scheme for a central higher school there was absolutely no provision in any public institution for practical work in chemistry.

6946. The Firth College had not then been founded?—No. Sheffield has now also a very fully equipped and very successful technical school with metallurgical laboratories and steel-making plant, equalled probably by no similar institution; but this has all arisen since.

6947. Is that supported out of the technical instruction grants, and, if so, by whom?—Yes, the city council gave this year 3,720*l.*

6948. Out of this technical instruction money?—Yes.

6949. Towards this technical school?—Yes, towards this technical school, and it is doing very splendid work. They have a complete Siemens' plant for steel-making, and the work for iron and steel is probably unequalled.

6950–1. Is it governed by the town council?—The government is largely in the hands of the representatives of the city council, but the original promoters are also strongly represented. The council consists largely of members of the city council who were elected for the purpose by the technical instruction committee of the council, but the original promoters have also a share in the management. Sir Frederick Mappin and others, who are not connected with the council, take great interest in the work. We have now also a most efficient high school for girls, and educational progress generally in Sheffield has been very marked since the early period to which I have reverted.

6952. Is this one of the schools of the Girls' Public Day School Company?—It is, and a very good one. We are very proud of it, and I believe it is one of the best in the country. The school board spent 52,000*l.* on its central higher school, and I believe no objection whatever was raised on the part of the ratepayers. New laboratories, lecture-rooms, and workshops are now being added at a cost of about 29,000*l.*

6953. Is that 29,000*l.* being taken out of the rates?—It is being borrowed.

6954. But then it is being paid off by a sinking fund, I suppose?—It is.

6955. And the interest on the loan is being paid out of the rates?—It is. I believe the scheme for our school was perhaps the first, and we scarcely dared to think of providing laboratories at the outset. We had considerable encouragement given us by Mr. Forster, and afterwards by Lord Sandon, but in those early days we did not dare to put a laboratory in the fore front of our scheme, and for some years we carried on the work in the basement of the building. I think Sir Henry Roscoe will remember that we did it under considerable disadvantages, and he was not very well pleased with the arrangement. I should like to explain that the school sends forward each year some of its pupils to Firth College and the technical school. One boy was passed on last year after gaining the highest place in the Honours Division of the London Matriculation Examination. Several have obtained, in open competitions, scholarships or studentships at the Royal College of Science and the Royal School of Mines. A considerable number, particularly of the girls, leave to become pupil teachers, after receiving a far better preparation than would otherwise have been possible; while it is also gratifying to note the number of boys who turn their superior knowledge to good practical account in the manufactories. A very considerable proportion of the boys really go into useful careers in large works. The adaptation of the school to the growing necessity of the time by a popularly elected body in close touch with the people has, in my opinion, been an important factor in the success of the experiment, and I venture to say that the work done by school boards in large towns generally has been such as to justify the assumption that educational boards, as we are now suggesting, may safely be entrusted with very full responsibilities in regard to the extension of Secondary Education.

6956. What becomes of the boys of the middle and wealthier classes in Sheffield who do not go to the grammar school or to the public and other

boarding schools at a distance?—Of course only a small proportion can be received in the grammar school, and some of our city councillors and others have sent their boys to the central higher school.

6957. Do you mean that the buildings of the grammar school are not sufficient to accommodate a larger number than those who are now there?—I dare say they could accommodate more.

6958. That brings me to the question, Why do they not go to the grammar school? Why is the grammar school not full?—That I cannot say.

6959. Did it ever occur to the school board that they might endeavour to develop the grammar school and to make a great central secondary school of it, instead of devoting all their efforts to the central higher school?—I am afraid we should have been at once ruled out of order.

6960. It did not occur to you to make overtures to the governors of that school that they should get a new scheme, under which the school board should have a right to be represented on the governing body of the grammar school, and devote the efforts which it is making on behalf of Secondary Education largely to the increase and development of the grammar school, as well as to the creation of a new secondary school of its own?—Do you mean without any grant from the rates?

6961. My question does not include that point. I want it apart from that point. I will come to the question of the rates presently?—I do not think it occurred to the school board to take any steps of that sort. Of course some of the members of the school board were greatly interested in the grammar school, and no doubt bore their share of the responsibility in securing a new scheme.

6962. The grammar school, as you describe it, with only 160 pupils, is surely very far from having the position in Sheffield which one might expect, considering the population of the town?—That is so, and it ought to be made more attractive; it ought to be better equipped, and it really is too small altogether for so large a town.

6963. If the board had been responsible for its management, do you think they would have deemed it the best policy to develop it as the upper secondary school, and their central school as a species of secondary school for those who would leave at an earlier age?—That might be so, but I imagine that we should have rather devoted our attention then to improving the grammar school as a classical school, and dealing with the technical work at our central higher school, as we do at present.

6964. You mean, then, that the two schools would be, so to speak, abreast as respects the age of their pupils and the quality of instruction, but one would have more of a literary character and the other more of a scientific character?—Yes; and I think probably the pupils of the grammar school would remain till a later age, and many of them would aim at going forward to the universities.

6965. At present do many go from the grammar school to the universities?—Not a large number.

6966. You cannot tell me how many?—Last year two pupils went to the university; but this year five or six may go, though some of them may first take a course at Firth College. The age for leaving the grammar school is from 18 to 19.

SCHOOL BOARD RECONSTITUTED SHOULD BE AUTHORITY FOR PRIMARY AND SECONDARY EDUCATION IN SHEFFIELD.

6967. I understand your view to be that the school board ought to be the general educational authority for the whole town, with the charge of Secondary as well as Elementary Education?—We say the school board re-constituted and re-named.

6968. That is to say, you think there is a need for a central educational authority for the whole town, but you would constitute that authority somewhat differently from the present school board?—Yes.

6969. What difference would there be?—Although my school board has expressed no opinion, I think I may myself say that I think the cumulative

vote ought to be abolished, and that that is the opinion of the association. The association of school boards undoubtedly pronounced in favour of that policy.

6970. That is your own private opinion also?—It is.

6971. What other changes besides the abolition of the cumulative vote would you suggest?—With regard to the large towns I should like to see a somewhat larger board, and with power of co-optation, so as to include educational experts who might not be elected in the ordinary way.

6972. You are aware that two objections have been made to the giving to a school board of general jurisdiction over education within the area of its town. The first is that there is no certainty that persons will be chosen who possess the educational knowledge necessary for the control of secondary schools; and the second is that as the primary business of a school board has been the conduct of elementary education, it may be apt to look at Secondary Education too much under the influence of the ideas and habits which had been applied to the solution of the problems of elementary education. Will you give us your opinion as to what value, if any, is to be attached to those suggestions?—I think under such conditions as we desire to see the probability is that very suitable men would be chosen by the people to deal with the whole field of education, and it would give a much greater chance than exists now in the election of, say, county councils or any other public body charged with all sorts of duties, some of which are very incongruous.

6973. Would you expect to see citizens who do not offer themselves at present, offer themselves for election?—I should. I think it would improve the personnel of the school boards generally, and that we should have men devoting themselves both to elementary and Secondary Education who would do great service to the State.

6974. Would you conceive that the difficulty, if there be any difficulty, would also be partly met by the introduction of the principle of co-optation?—Yes. I should like to say that I consider the work of elementary education quite as noble as that of Secondary Education, and it is quite as important that our best men should be engaged in the work of supervising the education of the people.

6975. I do not understand those from whom that objection has proceeded to disparage either the importance or the dignity of the work of providing for elementary education, but merely to think that it is not quite the same kind of thing as secondary. Many people would think that the conduct of elementary education was even more important; but that is not quite the point of the objection. The point of the objection is the persons who are to supervise elementary education may not themselves need to possess exactly the same educational qualifications as are required in the persons who are to supervise Secondary Education?—That may be so, but I strongly urge that we want the very best men and women to attend to the work of education as a whole, and that we cannot afford to let down the quality of our school boards and relegate the men who should be doing the work of education to this superior work only.

6976. No educationalist would differ from you in that view. The objection which I was stating to you merely proceeded on the hypothesis that people were not educated up to the level of thinking so?—The sooner they get their education the better.

6977. Then do you think there is any force in the other objection which has been made, namely, that a school board having as its primary duty the conduct of elementary education might be too apt to deal with Secondary Education on the same principles and in the same way?—I do not think there would be much danger of that. What we very much need is co-ordination, and I think the whole system would work so much better and so much more economically if the whole was in the hands of one body.

6978. Perhaps you would say that you think the conduct of Secondary Education by an educational authority would re-act upon the largeness of its views in the matter of elementary education?—Decidedly.

6979. When you spoke of co-optation, what proportion of the authority would you propose to have co-opted?—I have not formulated any opinion upon that subject, further than this: that I should only apply the power of co-optation sparingly. I think as a rule our best men would get upon the educational board by election.

6980. How large is the school board now?—It has 15 members, and that is the usual number for a big town. It is the largest number outside London.

6981. Do you think that is about the right size?—I think I should have a larger number of members than 15 if you embrace the whole field of work.

6982. Supposing that 15 would continue to be the number, would you think five too many to add by co-optation?—Yes.

RELATION OF EDUCATIONAL AUTHORITY TO TOWN COUNCIL.

6983. Would you see any objection to the addition by the town council of a certain number of members to the educational authority, at least so far as regarded Secondary and Technical Education?—I do not at present see any strong objection to that; that is, that the educational board should be the authority and be added to by the town council for this specific purpose.

6984. If the town council continued to have the disposal of the technical instruction grant, would it not claim some share in the disposition of that money?—No doubt it would.

6985. And might not that claim be met either by giving them the power of adding members to the educational board, or by creating as an educational authority for Secondary Education a body composed of representatives of the school board, representatives of the town council, and persons co-opted?—My own feeling is that a composite body of that sort would be less responsible than a board elected for the purpose.

6986. And perhaps you would think also that the benefits of unity of administration over all education, elementary and secondary, which you expect from the constitution of a central educational authority might be lost?—Yes.

6987. So that on the whole your view rather is to have the school board turned into a central educational authority?—Quite so.

6988. Then how would you deal with the case of the town council in respect of its grants of technical instruction money?—I think all that money should be in the hands of the educational authority.

6989. Then you would either have it paid over direct by the national exchequer to the school board, or else you would require the town council to pay it over when received?—Yes, as it does now the school rate.

6990. Would you not expect opposition from the town council?—I do not know. I should think very probably there would be very great opposition. When once a public body has come to be in receipt of large sums of money in this way it is very loth to give them up. I quite foresee the difficulty.

6991. Then how would you meet the difficulty that the town council already has got this great technical school which you were describing. How would you prevent overlapping or needless competition between the town council school and the school under the control of the school board?—Do you mean the higher technical school?

6992. I mean the one that the town council administers?—I think there is no danger of that. There is overlapping, and there will always be overlapping both with regard to Secondary Education and distinctively technical teaching.

6993. By overlapping I mean a certain amount of waste arising from the fact that subjects are taught in two institutions which might fairly well be taught in one?—Overlapping does not necessarily imply waste.

6994. Not necessarily, but it may?—Yes, it may.

6995. In this particular case do you think it does or not?—No, I do not think it does. My ideal of an educational system is that from the primary school we should remove the pupil who is to have his education extended at a suitable age, so as to best suit his purpose; and that from the central higher school we should pass on our pupils to the Firth College and the technical school whenever it is to their best interests to send them forward. I would not keep them a moment longer than would conduce to the interests of the pupil. But, at the same time, in the technical school a great deal of the teaching is very similar to that of the central higher school; in fact, they have now a junior department in which they are preparing pupils for the day classes or the evening classes, in which they will take the more advanced work.

6996. But would not the useful co-operation of all these schools be promoted and the public money applied to the best advantage if they were under one administration?—Exactly. That is our very strong contention.

6997. Then do you not see a difficulty in having part of the technical instruction of the town under the control of the town council and another part under the control of the school board?—I do not see any difficulty with regard to such institutions as the Higher Technical School and Firth College.

6998. Firth College may perhaps be in a different category, but will you explain why you think that the Higher Technical School might not benefit by being under the same administration as the other institutions for technical instruction?—I am not prepared to say that it would not benefit from being under the same administration.

6999. There are a number of secondary schools in Sheffield, besides this town council technical school, which receive aid out of the technical instruction grants, are there not?—Yes.

7000. The Church Institute?—The Church Institute is an evening school.

7001. Part of the grammar school grant is applied to technical instruction, is it not?—It has been so hitherto.

7002. (*Mr. Hobhouse.*) I understand that the city council make a certain contribution to the school board in aid of evening continuation schools?—Yes.

7003. Was that done by arrangement between the two authorities?—Yes. They make a condition that three-fourths of the amount they give to us shall be applied to making evening science and art or continuation schools attractive by means that we cannot provide out of the school rate.

7004. And you accepted it on those terms?—We accepted it hesitatingly on those terms.

7005. Will you explain why you hesitated to take it?—There has been no definition as to how far the powers of the school board do extend. We really did not care to admit that we had been doing anything either illegal or by any stretch of our power.

7006. May I take it that you did not quite assent to the view that the statutory powers of the city council in respect of the application of this money were wider than your powers?—That is so. We should have preferred to take the money without any condition.

7007. (*Chairman.*) Supposing a central educational authority to be constituted for your own town, would you not think that Firth College ought to be represented upon it?—I should see no objection.

7008. What do you consider the relations ought to be of such a central educational authority for the town to the surrounding districts, or, let us

say, to the West Riding. Ought there to be any relation whatever between the educational system of the town and the educational system of the West Riding generally, or ought the town to be entirely independent and disconnected?—I should hope to see each district doing its own work and I would have the district large enough to make the work thoroughly efficient and sufficient.

7009. Do you mean by that that Sheffield ought to be a district by itself?—Yes.

7010. With no relation to the West Riding outside?—Quite so, although no doubt the city does supply some amount of education for children living outside the limits of the city.

7011. What relation ought such a central educational authority to hold to particular schools or foundations within its area—such, for instance, as the grammar schools?—I think it should be represented on the governing body, as indeed it is already, by the election of two governors under the new scheme.

7012. Two school board governors?—Yes.

7013. And there are also town council governors?—Yes.

7014. You think that is enough. You would not wish to bring it under the jurisdiction of the central educational authority in any other way?—No. I should expect that if the grammar school received a large grant from the educational authority it would be subject to some control by a central authority. I mean inspection.

7015. Do you think that public opinion in Sheffield would approve the levying of a rate to aid the grammar school?—Yes. That, I think, is shown by no objection whatever being raised to the apportionment of a part of the money already available.

7016. Do you think there would be any feeling that it was a little hard upon the private schools of the town that rate-raised moneys should be applied to the grammar school?—I do not think there would be any very strong feeling. Of course there would be some soreness on the part of some people.

7017. These private schools at present, I gather from you, are neither numerous nor important?—They are not. I think it would be likely to be exceedingly popular with a large number of people who contribute considerably to the rates of the town. Hitherto they have had no share in the great improvements which have been made in education. The manufacturer pays largely towards the rates, and gets no benefit in the way of the education of his own family. He gets the benefit in the improvement to society and so forth, but he gets no direct benefit from the education rate at present, whereas his timekeeper or his coachman gets everything free.

7018. I suppose the minor manufacturers, at any rate to some extent, use your higher central school?—Yes, some of them.

7019. And the result is that your higher central school, giving its education free, is probably one of the causes that has prevented the growth of private schools?—Well, I cannot say that it has.

7020. You would say that, perhaps, because you do not think there were many private schools even before it existed?—No.

7021. Has there been any difference between the time when it charged fees and the time since it has given up charging fees?—There has been very little change indeed. The same class of children attend, and the work goes on as before.

7022. But it is largely used by what may be called the middle classes?—Yes. There is a very large proportion of children from the artizan classes, and I dare say some of us would be surprised at the sacrifices made by parents to retain their children at school under the conditions which are open to them there.

7023. But most of the children belonging to the artizan classes would, I assume, leave school at 14 or 15?—Some of them remain longer than that, especially those who are to become pupil-teachers. Some of them are retained with the aid of scholarships.

7024. What number of scholarships have you?—We have about 250*l.* a year to dispense. We spend a portion of it in giving not more than 10 entrance exhibitions.

7025. Of what value?—5*l.* Then we have scholarships of the second order, of the value of 10*l.* a year for two years, and scholarships of the higher order which carry 15*l.* for the first year, 20*l.* for the second year, and 25*l.* for the third year.

7026. Are these scholarships awarded by competition?—Yes.

7027. With any regard to the circumstances of the parents, or by pure competition irrespective of the circumstances?—It is pure competition.

7028. That is to say, one of them might be obtained by the child of a parent to whom the money was no great object?—Well, it is so sometimes.

7029. Are you satisfied with that?—Yes, and the children of the poorer classes get their share.

7030. Does the school board feel that to any considerable extent the money goes to those who really do not need it?—Not to a large extent.

7031. To some extent?—To some extent it does.

7032. Has it ever been suggested that you should make an inquiry into the circumstances of the parents, and lay it down as a rule that where a boy has obtained a scholarship by competition and his parents do not need it, he should thereupon waive the receipt of the money?—The suggestion has been raised, but not seriously.

7033. (*Mr. Yoxall.*) Have there not been cases in which the parents of scholarship winners being in comfortable pecuniary circumstances themselves have accepted the honour for their children, but have foregone the pecuniary accompaniment?—In several cases the scholarships have been won and the parent has declined for one reason or another to take the money.

7034. (*Chairman.*) From what source does the 250*l.* come?—These are what we call the Lancasterian scholarships. The old Lancasterian school was carried on for many years successfully in Sheffield, and the trustees of that institution finding the work taken up by the school board wished to be relieved of all responsibility, and they wished to have the money appropriated for this purpose. They therefore sold the site and buildings to the school board for some 6,000*l.*, and the money was invested and placed in the hands a committee consisting of the school board and the board of examiners, with some half dozen other members added.

7035. Then it really has a kind of separate endowment?—I should say the trustees of the school also formed part of the committee, at any rate the surviving trustees.

7036. The source of this money is a kind of separate endowment?—It is.

7037. Then does no money go in scholarships out of the technical instruction grant?—No.

7038. I mean of the scholarships tenable at this school none are paid out of the technical instruction grant?—No, except at the evening science and art classes. We offer a number of free places as one of the conditions upon which we receive the money from the town council.

7038*a.* (*Mr. Hobhouse.*) Out of the 500*l.*?—Yes.

7039. (*Chairman.*) Have you any remarks to make with regard to the science and art grants. A large part of the funds out of which the Central High School is supported comes from the science and art grants?—Yes.

7040. Have you any remarks to make upon the effects of the science and art grants and the way in which they are distributed?—I think the grants are good so far as they go, and have been very beneficial, but we should very much like to see equivalent grants for modern languages and literature so as to do away with the temptation to stint the education given.

7041. Are you satisfied with the present scheme of the science and art examination, or do you think that is susceptible of improvement?—It may be susceptible of improvement, but I have no complaint to make of the general scope of the examinations or their effect.

7042. But you think that at present the literary side is a little apt to be starved under the stimulus that the science and art examinations have given to the science side?—There is a temptation to do that, even under the best of existing conditions.

7043. Is there anything you wish to say with regard to the passing of scholars from one class of school to another, which you say in your précis would be greatly facilitated by all public schools being under one authority. You also say that another object to be attained is the avoidance of unprofitable and altogether undesirable rivalry?—There is a disinclination on the part of teachers very often to part with their brightest scholars, and very naturally so too. I think if we had one authority the teacher would feel that his loss would be in some degree mitigated if he knew that the passing forward of his bright scholars, when their best interests would be served by being passed forward, would be duly recognised by the authority to his credit.

7044. And you think there is a certain amount of rivalry now which might be avoided by putting the schools under one authority?—Undoubtedly. My remark as to rivalry would rather apply in this way: if you had two educational authorities there might be very undesirable rivalry in the way of extending schools by one authority where there is no absolutely necessity for it.

7045. You mean by that, if you had a school board continuing as the authority for elementary education, and a new educational authority created for Secondary Education?—Yes, I think it is worse than useless to set up schools where they are not needed, or where the existing schools might be improved and extended; and I think we should take all efficient schools into consideration, which could only be done by one authority.

7046. You are afraid that if there was a new authority created for Secondary Education, there would be a certain sort of struggle between it and the school board for so much of the territory as might be supposed to lie upon their borders?—I think that is exceedingly probable.

PARLIAMENTARY DIVISION THE BEST AREA OUTSIDE COUNTY BOROUGHS.

7047. What educational authority would you desire to see created outside the county boroughs?—My own opinion is that the Parliamentary divisions would probably constitute the most likely district.

7048. Then you do not contemplate a county authority?—I think the county area would be far too unwieldy in some cases. For instance, take the case of the West Riding of Yorkshire; you have a district with a great variety of interests, extending over a tremendous area, from Sedbergh to Dent in the north, down to Sheffield in the south; you include in it such towns as Ripon, Rotherham, Doncaster, Dewsbury, Pontefract, Barnsley, Harrogate, Batley, Settle, and Skipton.

7049. Then your view would be to cut up the West Riding into the Parliamentary divisions?—Yes.

7050. Would you not feel that Parliamentary divisions are singularly unstable divisions, and liable to be altered at any moment at the fancy of Parliament?—I had not thought of that; but I do not see any difficulty in retaining the divisions that now exist. I apprehend that it would mean a population of not less than 50,000.

7051. Suppose a Bill were passed for the creation of new electoral districts. No one can say in the present flux of things that such a measure is not possible?—I think I had better not forecast.

7052. I am putting to you, as a student of contemporary history, what must come into our calculations?—I think that at present the existing Parliamentary divisions seem to present a reasonable and fair basis.

7053. Are they not very artificial divisions?—I have just thought of several divisions lying around Sheffield, about which I know a good deal, and with regard to which I know the work of the school boards, through being appealed to from time to time by members and clerks, as we are in the big towns. There is the town of Rotherham—Mr. Acland's division, —that would constitute a very convenient and workable district.

7054. But those Parliamentary divisions are not divisions for any purpose of local government?—They would be.

7055. But they are not now?—No, they are not.

7056. If your plan were carried out they would be so for educational purposes, but they are not at present divisions for any purpose of local government?—They are not now, but they are divisions in which the elections would be very conveniently conducted.

7057. Would it not be undesirable to take a division which has a strong political flavour, and make it a division for an educational purpose, which is entirely free at present from all political flavour?—I confess I do not see how the difficulty would be increased.

7058. How would you deal with the county borough lying within the Parliamentary divisions?—I would treat the county boroughs separately, and let it be a district in itself.

7059. In that case would not so much as remained of the Parliamentary division outside the county borough be very often a very small affair?—No, I think not.

7060. How would you deal with the case of a Parliamentary division which was partly within the boundaries of the borough and partly outside?—I confess that is a difficulty I have not contemplated.

7061. Now, reverting to the previous question, you do not see any occasion for a general educational authority for Secondary Education for a whole county?—No. I would give each district a board, and they would have work enough if they took in hand the elementary as well as the Secondary Education, dealing with school attendance and school provision throughout.

7062. What would you do with the school boards in Parliamentary divisions, bearing in mind the fact that there are school boards in many parishes, and that there are other parishes without school boards?—They should all have them.

7063. Then would it be a part of your scheme to have school boards universal?—Certainly, as now proposed—educational boards covering the whole country.

7064. Have you considered the case of a Parliamentary division in some parishes of which there is, and in some parishes of which there is not, a school board?—I would bring them all under the educational authority.

7065. Would you create school boards in those parishes which have now no school boards?—No, I do not suggest that. I want a large piece of legislation worthy of the object.

7066. Then what you really would do would be to turn every Parliamentary division practically into a town governed by a general educational authority, which should control within the boundary of that Parliamentary division as well elementary as Secondary Education?—Yes.

7067. (*Lady Frederick Cavendish.*) You would absorb and not abolish school boards?—Absorb the work in one educational authority; and I

should hope that we should have a number of dignified bodies throughout the country doing the work in the best possible way.

7068. (*Chairman.*) Then to complete that you would have under the educational authority for the Parliamentary division nothing but managers of the individual schools?—Yes.

7069. And if there were several schools in a parish each of those would have its managers, but there would be no parish authority corresponding to the present school board?—Exactly.

7070. You would desire, I suppose, to see a central educational authority for the whole country?—Yes.

7071. Have you any suggestions to offer on behalf of your association as to how it should be constituted?—I do not think the association has pronounced upon that subject. I feel very strongly myself that there should always be a Cabinet Minister at the head of such a Department of State.

7072. And you would desire, I suppose, that all schools enjoying a public character should be inspected and examined?—Elementary schools inspected and examined, secondary schools inspected, but not necessarily examined by officers appointed by the Central Authority. I should at present see no objection to secondary schools being examined by university authorities.

7073. Would you make the examination of the secondary schools compulsory, or optional?—I should make it compulsory, but I should not prescribe the exact form of examination.

7074. Would you have the examinations conducted under the direction of the local educational authority, or under the direction of some university board?—I think for secondary schools the university board probably.

7075. Would you have a technical school, as a rule, distinct, or rather constituting a department of the principal secondary school for the given local area?—I think it would be impossible to have separate and distinct technical and secondary schools without a great deal of waste of money, and, probably, a loss of efficiency.

7076. So that, except in the case of dense populations, you would prefer to make them parts of a secondary school?—Yes. I think if you attempted to supply separate technical schools they would not be filled, and you would not get a sufficient staff to carry on the work efficiently, so that in districts which did not demand separate institutions by reason of great numbers, I would have one school, as is the case with some of the districts in Germany, where they cannot afford to have a *Realschule* or a *Gymnasium*, and where they provide what they call a *Real-gymnasium*, and combine in one institution as many advantages as they can, so as to suit the needs of the population.

7077. Is it within your knowledge that there exist a good many comparatively small endowments over the country which were formerly used for giving free education?—Yes. I have knowledge of some of them in our own district.

7078. I suppose a good many of those exist still?—They do.

7079. And are applied to elementary schools?—I believe in some cases the money is paid over in small sums to the parents of children who are attending particular schools. In other cases, prizes are purchased and distributed in the smaller schools.

7080. Do you consider that since the general grant of free elementary education it has become necessary to consider what should be done with these endowments?—I think, undoubtedly, the money should be applied to a more useful practical purpose.

7081. How would you apply it?—Probably to the creation of scholarships, connecting the elementary with the higher schools in one form or another.

7082. Would that remark apply also to a certain number of the apprenticeship charities?—Quite so. I do not think they are at all needed now.

7083. (*Dean of Manchester.*) You desire to have, as you clearly stated, one great board of education. You have been expressing of course only your own private opinion as to area?—That is so.

7084. You are not expressing at all the ideas of the association. You are here in a dual sense, representing the association and representing your own private views, and the views you have expressed with regard to Parliamentary areas are your own?—That is so with regard to Parliamentary areas. I think the association has forwarded a resolution, which was unanimously adopted at a full meeting in London, dealing with this subject.

7085. Will you kindly read the resolution?—"That in the opinion of "this association it is essential to the effective improvement and full "extension of education in this country, that Elementary, Intermediate, "Secondary, and Technical Education should in every district be under "the management of one body or authority, so far as such education may "receive aid from the local rate, and that this body should be elected "solely for educational work. That as such educational bodies already "exist in the form of school boards, many of which have already estab-"lished higher grade and technical schools, this association strongly urges "that the English Education Acts be consolidated and so amended that "school boards, re-constituted and re-named boards of education, shall be "entrusted with the management of general education."

7086. Does your private opinion coincide with that?—I should like to qualify my opinion a little; this is perhaps not expressed exactly as I should have expressed it, if I had had the drawing of it. My qualification is that I should not myself think of interfering with e . . ion further than would be necessary to guarantee efficiency and the proper application of any moneys which might be given in aid.

7087. Within the area do you mean? What sort of schools?—A grammar school, for instance, already existing under a new scheme. I should not think it necessary to interfere with the present government of of that.

7088. Take the Grammar School of Sheffield, for example; you would not interfere with the governing body of that school?—No, I do not think I should.

7089. You have no apprehension, from your knowledge of citizenship, that you would not get the right sort of people on such a board of education as you contemplate?—I have no apprehension.

7090. Do you think you would be as likely to get them there as from the constitution and the constituents of a county council?—Far more likely, I think; a county council has to take cognizance of the sanitation, the police, the highways, and a host of other matters, and really has its hands already almost too full to trouble about education.

7091. With regard to this particular body that you wish to constitute, you desire that its functions should be simply and purely educational?—Exactly.

7092. We proceed next to the method of election. You propose to abolish the cumulative vote, and desire to see these persons elected from the area, whatever that area might be?—That is my individual opinion.

7093. And you propose to add certain other people. Do you propose to add that by co-optation? You have spoken of co-optation to the chairman. Of course there is all the difference in the world between representation and co-optation. I only want to know what your view is. Of course it is understood that you speak on this point for yourself, and not for the association?—My idea was co-optation subject to certain limitations.

7094. On what principle should the co-optation proceed? Must they be experts?—Yes; experts or representatives of educational institutions.

7095. If you could not get this authority which should cover the whole of Elementary and Secondary Education in its largest acceptation, would you propose to leave to the existing school boards what you may call the higher range of elementary education, which includes a good deal of the secondary?—In the big towns, yes; but I cannot get over the difficulty with regard to the smaller districts.

7096. I will not follow you into that. I was only going to say that you cannot imagine such a state of things as that the school boards should be ousted from the position they have taken up?—I cannot. I hope it is not possible.

7097. You said that you thought there must continue to be overlapping. I understand that the great object that we wish to arrive at is to prevent this overlapping. Do you consider that there are insuperable difficulties, and that you could not possibly demarcate the region in which the grammar school should move, especially having regard to what the boy should do in after life. Do you think it is impossible to delimit this?—I do not think it is.

7098. You think there must be overlapping?—I think the present Central Higher School overlaps the work of the elementary school.

7099. And do you think that is desirable?—Yes. I should prefer to take the children from the lower school (although we do not take them until after they have passed the Fifth Standard) after passing the Fourth Standard, and so arrange the education given to them as to be preparation for the higher work which is to follow.

7100. That higher work, I need scarcely say, would not have to be followed in every case. Are your boys or girls from the Fourth Standard?—No. Those who are to finish their education after passing the Seventh Standard may remain in the ordinary school.

7101. But the others must be taken out, you think?—Yes.

7102. On what principle would you take them out?—Their own desire to continue their education.

7103. You say their own desire; you would not say special talent?—Not special talent, but fitness. There must be fitness.

7104. Have you many endowments in Sheffield?—No, very few.

7105. Has the Grammar School an endowment?—It has an endowment now. 662*l.* was the income last year.

7106. From what source?—It is derived from ground rents, and so forth. I think we may take it at 600*l.* probably. Some portion of the annual income is now set aside for a sinking fund to replace money borrowed for 30 years to meet capital expenditure at the time of the transfer.

7107. Have you good reasons for thinking that the system of apprenticeship is really at an end?—Yes.

7108. (*Sir Henry Roscoe.*) I understood you to say in answer to the chairman that you desired to see the money which is now paid to the county councils and county boroughs under the Customs and Excise Act handed over to the new authority?—Yes.

7109. Do you propose that the whole of that money should be handed over for Secondary Education?—Secondary and technical.

7110. But you are aware that there are a number of subjects, which in the opinion of some persons are very important, which cannot in any sense be brought under the head of "Secondary Education," as we now understand it. For example, dairy schools and cheesemaking schools?—That is technical.

7111. Would you hand over as well the whole of these matters, what I may call the technological portion?—Yes.

7112. You would hand the whole over to your educational authority?—Yes.

7113. And do you think that in that case the areas which you have proposed are not too small to carry out efficiently work of that kind? Take, for example, the question of the dairy schools. These are now carried on in large areas by the county councils, and the work done is of a very different character from what it would be if it were carried on in such small areas as you have sketched out?—I should not see much difficulty in arranging for peripatetic teachers.

7114. Then, again, take another example of the foundation of such an institution as the Wye College, which is a high-class agricultural college, founded by the two counties of Kent and Surrey; how would such an institution be carried on with your plan of having the money divided up amongst all these smaller areas?—The educational boards might join and each contribute a fair proportion of the cost.

7115. Do you think that might be done by joint action?—Yes.

7116. In short, you see no difficulties in the way of carrying on by your smaller divisions the work which is now being done by the county council on a large scale?—On the contrary, I think it would help to make the work much more efficient, because you would have more local interest. At present in a place like the West Riding you lack the local interest which would be generated by the adoption of smaller areas.

7117. Then your notion of Secondary Education would be to include the whole of these technological subjects as well?—Yes.

7118. (*Mr. Llewellyn Smith.*) With regard to the co-optation on your educational board of outside experts, would you be prepared to leave that optional, or would you make it a duty?—I think it should be made a duty.

7119. And would you have the kind of people to be added prescribed in an Act of Parliament?—Yes.

7120. Or would your view be met by requiring the local educational body to submit to some Central Authority a proposed scheme of additions for approval?—I have not thought of that, but I see no objection to it at present.

7121. Supposing it has to be defined in an Act of Parliament, what class of people would you include? In order to show you clearly my drift, I will amplify the question. I presume the object of the co-optation of the outsiders is not to get the representation of definite interests so much as to secure that the best available people in the districts should be added?—Exactly.

7122. How would you secure that?—I am not quite sure how, at present.

7123. Now with regard to the educational board and its powers and duties with regard to Secondary Education, do you propose that it should manage the secondary schools itself?—Yes; secondary schools established hereafter.

7124. You propose that it should actually be the manager of such schools?—Yes.

7125. In the same sense as that in which the present school boards manage elementary schools?—Yes. But I would give a power, as is allowed under the existing Education Acts, of appointing managers for any school.

7126. But that only gives power of delegating?—It delegates powers.

7127. It does not set up governing bodies of schools which have a status of their own?—No.

7128. And you do not propose that with regard to Secondary Education either?—No.

7129. Do you see objections to that?—Yes.

7130. Will you tell us what they are?—I think the elected authority hould have the control of the purse strings.

7131. Ultimately, no doubt; but would you propose that it should manage all the details of the school; do you see no risk of undue interference with the teachers in the general management of the school?—No.

7132. Would you also give it power to aid schools which are not established by it?—Yes.

7133. And would you give it representation on their governing bodies?—Yes.

7134. And would you further give it power to found scholarships?—Yes, certainly.

7135. That being so, are not the powers which you contemplate practically the powers given by the Technical Instruction Acts, with the sole difference that they would extend to Secondary Education?—I think that is so.

7136. Extension of the Technical Acts, removing the restrictions to technical education, and with the difference of the authority to administer those Acts, would really meet the case?—Yes, I think so. But I would really consolidate the educational law, and make it complete for every purpose.

7137. I want you to define the extent of the powers you would propose to give. Do you propose that there should be submission to a Central Authority?—I think there should be submission to a Central Authority to a certain extent.

7138. You think that the board should not have power to set up new schools without sanction?—Exactly.

7139. Would you propose that the scheme for every new school should go through the Central Authority, as it does at present in Wales, or only that they should be the arbiters in case there is an objection taken?—I think that is all that is necessary.

7140. Referring to what you said about the science and art grants, you see no general objection to the present principle of their distribution, but you would like some equivalent grant for literary subjects?—Yes.

7141. Is that proposal what I may describe as a makeshift, pending the constitution of an organised scheme, or is it your idea of what should be the ultimate relation of the Central Authority to an organised scheme. Do you contemplate that the Science and Art Department is to be the Central Authority, as this would imply?—I think the Central Authority should have control over the whole field of education, and that the literary grant would form part of the system.

7142. On the results of inspection and examination?—Yes.

7143. And that would be the mode in which the Central Authority would come into relation with Secondary Education?—Yes.

7144. Not materially different from the present relation of the Science and Art Department, only with grants for literary subjects?—It is very similar, I think.

7145. You see no objection to that. There has been evidence before us by witnesses who objected to the system of the science and art grants, and thought it was not the best system, but you do not agree with that view?—I do not share that view.

7146. Now as regards the area. You do not consider that the Parliamentary division would be too small an area for technical purposes as well as for secondary purposes?—I think not.

7147. And you do not agree, therefore, with the view that has been expressed, that the present area is rather too small than too large. Of course you know yours is a large county?—Yes, my experience is of populous districts chiefly.

7148. You know the difficulty of getting local authorities to unite?—Yes.

7149. Would you not be proposing to cut up a county into a number of small divisions, and then relying for any systematic organisation on the chance that those local authorities would see their way to co-operative action, and is not there a great probability that they would not do that?—I do not see any danger of that. You would do away with a lot of little authorities, and constitute one much more important authority to deal with the whole of the work.

7150. But would it do so? I am talking of the districts outside county boroughs, in which every Parliamentary division is to have a separate educational authority?—Yes. You have 50,000 people to deal with.

7151. You would not contemplate more than one secondary school for a population of that kind?—No; it might involve the necessity for two.

7152. But, as a rule, in each of your divisions there would be one public secondary school?—Yes. Of course in the large towns there is room for very much more extension.

7153. That would not be a Parliamentary division?—No.

7154. Then the local examination board would practically be a board of governors of a secondary school. That would be the form in which they would manage Secondary Education in their district, except in cases in which there were two schools?—Yes, they would be the governors.

7155. So that what you would get would be a number of secondary schools set up with popularly elected governing bodies?—Quite so.

7156. Does it not seem to you that that does not quite amount to a scheme of organisation of Secondary Education; that it is a new mode of getting governing bodies of individual schools? Will you not still want a local authority?—I do not think so. I think the Central Authority would be sufficient.

7157. You would have really no local authority; you would have local governing bodies of individual schools; now and then two schools under one governing body, and a Central Authority in London?—Yes.

7158. Except in the big towns?—That is so

7159. Do you think that a small parish school board with one school under it has proved a success?—No.

7160. And do you not think that the same difficulty would be found with your small area?—No.

7161. Might not the area which you are proposing, while it would be an extension as regards the elementary schools, practically reproduce in regard to the secondary schools some of the same features as the parish school board?—No, I do not think so at all. You are combining a number of towns and villages.

7162. You are combining a number of towns and villages, and you are getting a body which will have one school under it?—One school of that particular type. I see no objection to that.

7163. Could you quote any foreign country in which it has been found possible to have the same area for Elementary and Secondary Education?—I do not know that I can.

7164. Now as regards the kinds of school to be set up; do you contemplate having different grades of secondary schools under public management—I mean by "grades" what the Schools Inquiry Commission meant—that is, schools contemplating carrying on boys and girls to a certain age, and others contemplating carrying on boys and girls to another age; would you have different grades, or would you have your schools the same grade?—I think they would need to be graded in the big towns, but in some smaller districts one school would have to serve all purposes.

7165. Because there would be only one school, of course. But in the big towns you contemplate having different grades of schools, and, as you have said (and I quite agree with you), the slight overlapping which would follow would not necessarily imply waste?—That is so.

7166. We cannot of course get over that difficulty?—No, and I do not think it is desirable to get over it. The type of school which is now represented by the grammar school would, I presume, receive most of the students who are intended to go forward to the university. Probably the type of school known as the higher grade board school would rather prepare the pupils for the higher technical schools.

7167. (*Mr. Hobhouse.*) Your population in Sheffield, I think, is about 324,000?—It is more now. I think it is about 340,000.

7168. And you have five Parliamentary divisions?—Yes.

7169. You would not approve of cutting up Sheffield into five educational districts?—No.

7170. But you think that every county might be cut up with advantage into educational districts equivalent in population to the population in the ordinary Parliamentary division, that is, about 50,000?—Yes, that is so.

7171. Are you aware that more than half the counties in England have a smaller population than you have in Sheffield?—No, I was not aware of that. I had not thought of it, at all events.

7172. Of course the West Riding has an exceptionally large population?—It has.

7173. Can you give us the population of the West Riding?—I do not remember what it is.

7174. But it is counted by millions?—I suppose it would be.

7175. I understand you consider that in the ordinary county an area with a population of 50,000 will make a satisfactory educational district for Secondary Education as well as primary?—Yes, I think so.

7176. You are aware that these are not municipal areas, or rating areas, at present, and that they only exist for purposes of Parliamentary representation?—That is so.

7177. And that their boundaries cut across the boundaries of other municipal areas?—I apprehend that the boundaries will really be formed by districts of rating authorities, and that it would be easy to assess the contribution of each district.

7178. You mean by "rating authorities," parishes?—Yes, it may be parishes or townships.

7179. But you are aware that the present Parliamentary divisions cut across in every direction the area of the rural district councils?—That may be so. I have not thought of that difficulty.

7180. Of course these Parliamentary divisions differ enormously among themselves in size?—Yes.

7181. For instance, take a Parliamentary division like mine, which is 30 miles long and 10 or 15 miles broad, and which contains 10 small towns and 80 parishes. You would consider that a proper area to put under a single authority for both Secondary and Primary Education?—I should not object to it.

7182. And your new educational board would have the management of all the elementary schools?—Yes, with power to appoint local managers. That is a power already possessed.

7183. You would contemplate their appointing local governing bodies?—Yes.

7184. Whether those parishes all have school boards, or whether the large proportion of them, as is the case in my division, have at present voluntary schools?—Yes.

7185. You do not think it would create considerably more opposition to the establishment of an educational authority, if you proposed to put all these voluntary schools under a popularly elected body?—I am not proposing to do anything of the kind.

7186. Would you, please, explain how you mean to deal with those elementary schools which are at present under voluntary management?—Leave them under voluntary management.

7187. And set up a school board school by their side?—No, not necessarily. I would have a school authority with power to extend the accommodation in accordance with the requirements of the population.

7188. Which is practically the same as setting up a school board for those parishes?—I do not think it follows at all.

7189. With regard to Sheffield, how long is it since its higher school was established?—It was opened at the beginning of 1880.

7190. And the education has been gradually developed?—Yes.

7191. You have introduced more and more secondary subjects, I suppose, as time went on?—Well, we had a pretty full curriculum to begin with. The scheme was for years being considered, while the land was being purchased in the centre of the town; which occupied a good deal of time, and while the building was being put up.

7192. What fees did you charge before the Free Education Act came into force?—We charged a fee of 9*d*. per week, and we had an additional charge of 3*d*. for books and apparatus.

7193. I suppose those were the maximum fees permitted?—That was so.

7194. You had never any objection taken to the class of schools that you were establishing?—No.

7195. Either by the ratepayers or by the Government auditors?—No.

7196. Half your children received education above the Seventh Standard?—Nearly half, I think. In April there were 98 boys and 80 girls in Standard VI., 245 boys and 213 girls in Standard VII., and 260 boys and 215 girls above Standard VII. After the Science and Art examinations, however, a number of the elder scholars left—some of them to become pupil-teachers.

7197. The present numbers are about 1,000 in the whole school?—Yes.

7198. And about 500 children are receiving education above the Seventh Standard?—The proportion is somewhat less than that.

7199. Is there any reason why this number should not grow indefinitely?—I should hope it will grow.

7200. I want to know what practically limits the number of children in Sheffield who desire a Secondary Education free?—I do not know what the desire may be about free education. I only know that that school was freed, and the people did not object to it.

7201. Since the school has become free has the number of children increased?—It cannot increase yet.

7202. You have no more accommodation?—The school is quite full always.

7203. Then at present it is a lack of more accommodation that limits the numbers?—Certainly.

7204. But I suppose you would contemplate providing more schools of this class?—Yes, I should.

7205. And therefore, if the education given is of this high type, and it is given free, I presume the great bulk of the middle classes in Sheffield will take advantage of it?—That I cannot say.

7206. Is it not probable?—It is possible, but I am not sure that it is probable.

7207. Do you think there would be objection?—I think the middle classes will prefer to send their children to fee-paying schools.

7208. Do you think they would prefer that for social reasons?—Yes.

7209. And do you think that would practically limit the numbers in your free schools?—Yes.

7210. This school is now supported by rates and by grants from the Science and Art Department?—Yes. We have also the grant from the Education Department for the standard children.

7211. Do you consider that there is any legal restriction of your powers to give Secondary Education in such a school as this? Is there any line that you can draw?—I suppose there will be a line, but I should prefer not to define it myself.

7212. You have never reached that line at all events?—Well, the legality or otherwise of this kind of thing can only be tested by surcharge and appeal, and I do not know of any surcharge having been made, and therefore there has been no appeal. I suppose the ultimate authority would be the Court of Queen's Bench; but I hope the question will never arise.

7213. The Government auditors are the only authorities who can raise the question?—That is so.

7214. And there is nothing in the Education Act dealing with such schools?—There is not.

7215. Then at the present moment in Sheffield you have two authorities levying rates for the purposes of Secondary Education?—We have.

7216. Do you say that the school rate is levied by the city council?—Yes.

7217. They are the rating authorities for all purposes?—In Sheffield they are for all purposes outside the functions of the boards of guardians and burial boards.

7218. And you send them precepts?—We send them precepts.

7219. Therefore, from the point of view of the ratepayers, it would appear as if there was only one authority levying rates?—From the ratepayers' point of view, no. They know distinctly what the rate is for each purpose.

7220. Is it distinguished on the demand note?—Yes.

7221. And the educational rate that is levied by the city council is distinguished from the ordinary borough rates, is it?—I believe so, but I am not sure about that.

7222. But they are all levied at the same time, and by the same officers?—No. The borough rate, which includes the amounts for school board and many other purposes, including administrative expenses of the city council, is collected with the poor rate by the officers of the overseers. The district rate is collected by the officers of the city council directly.

7223. And, of course, you think that, as regards your town, it would be a great advantage to have only one educational authority levying one educational rate?—Exactly.

7224. You do not see any advantage in keeping the rates for Secondary Education and primary education distinct?—No.

7225. (*Mr. Yoxall.*) I believe the technical school at Sheffield is not distinctly under the control of the city council?—It is not under the control of the city council, as such, but I should think the governing power is pretty well in the hands of the city council representatives. The Technical Instruction Act gives power of representation in proportion to the amount of grant. As a matter of fact, the whole of the money now is found by the city council, and the original promoters are represented on the governing body by reason of their having found the money to establish the school at the outset.

7226. The council of the technical school have established a junior department of that school?—Yes.

7227. Which gives to a large extent the same kind of education as the Higher Grade Board School gives?—Yes.

7228. So that there is to a certain extent competition between these two institutions?—Yes, if you like to call it competition.

7229. With the exception that one gives education free, and the other gives it for a fee?—Yes. The class of parents who send their children to the grammar school send them no doubt to the technical junior department.

7230. Have you had in Sheffield experience of anything like friction between those who administer the Local Taxation (Customs and Excise) Act and the school board?—There has been some contention as to conditions under which the money should be granted, but in the case of Sheffield the grant is, as you see, proportionately very small. It is only 500*l*.

7231. You think that the danger of friction of that kind would be removed by the establishment of one authority only?—I do.

7230. You think also that the establishment of one authority, correlating all the schools, would remove any danger of friction between one class of schools and another class of schools?—I think it would lessen the danger. Of course, it is only natural that teachers should like to retain their bright scholars. That feeling will hardly be obliterated entirely by what is now proposed, but still it would be greatly lessened, and the difficulty would be really minimised.

7233. But if one can imagine two secondary schools under two different authorities—a school board authority and a county council authority—one might suppose that scholars from the primary board schools might be reserved for the secondary board school rather than go into a secondary school and under another authority?—Yes, that is very natural.

7234. You were asked if the school board ever contemplated rendering aid to the improvement of the grammar school as an alternative to establishing a higher grade school of its own. Was it legally possible for the school board to do that?—I do not say it was. I should say that, with regard to the passing of scholars on from the elementary schools to the schools of another authority, we found that we had not got the kind of competition for the grammar school scholarships in Sheffield that we got for the Lancasterian scholarships; but I dare say that the reason is, that the Lancasterian scholarships are much more in monetary value than the grammar school scholarships.

7235. Although it is not legally possible for the board to render financial aid for the improvement of the grammar school, it would be so under the scheme you have now advanced?—Yes.

7236. Under that system all the various places of education would be co-ordinated, and would fall into due rank and order?—That I think very important.

7237. Now we will pass outside the county boroughs, and regard the areas outside those limits. I suppose you would not adhere to the Parliamentary division, as such, for your purpose, as a Parliamentary division. A district division of similar area would suit your views?—Yes.

7238. You are not wedded to the term "Parliamentary division"?—No. I have simply suggested the area of the Parliamentary division, because, without going too much into detail, it seemed to me to present a likely area. Any other kind of division which would suit the purpose would of course be acceptable.

7239. May we take it that a division large enough to secure breadth and comprehensiveness, and yet small enough to secure practicability, would be such as you would like?—Yes—and local interest.

7240. With regard to such a school as a dairy school, it might be possible, in your view, for a group of areas to combine and co-operate with each other?—Yes.

7241. With regard to the existing machinery in these county areas, might not the smaller school boards and the larger committees of the voluntary schools serve as local managing bodies for existing public elementary schools, under the existing board of education?—Undoubtedly. The district authority would see that suitable persons were always appointed to such offices.

7241*a*. (*Mr. Hobhouse.*) You do not mean that they should be required to appoint the present managing bodies of the schools?—No.

7242. But anyone whom they thought fit?—Yes.

7243. (*Mr. Yoxall.*) Your association is in favour of training for all teachers?—Certainly.

7244. And the association is also in favour of registration for all teachers, is it not?—Well, I believe so, I am not empowered specially to speak on behalf of the association on these points.

7245. Would it be your own view that all teachers who are qualified should be registered?—Yes. My own view is that teachers should be trained, and registered or certificated.

7246. You referred to certain Lancasterian scholarships in Sheffield. Those are in the nature of maintenance scholarships, many of them, are they not?—Yes.

7247. Some part for instruction, and some part for maintenance?—Yes. I have read the figures of the amounts we give.

7247*a*. Would you contemplate in the future extension or creation of scholarships that they should be maintenance scholarships?—Yes.

7248. You think that is essential?—I think it is essential if we are to help forward the clever and deserving children of the poor.

7249. Something has been said before the Commission as to the possible danger of creating by means of scholarships a class of adults who would be lifted out of their original position in life and would not have provided for them a fitting new position to occupy after finally leaving school. Could you give us any information with regard to the after career of the scholarship winners in Sheffield?—Yes. I can supply details as to 65 scholars who have in past years held Lancasterian scholarships. Science teachers, 8; head teachers in public elementary schools, 3; assistant teachers, 9; pupil teachers, 12; instructor in woodwork, 1; taking Queen's scholarship examination, 2; minister, 1; analytical chemist, 1; assistants in chemical laboratories, 4; foreign correspondent, 1; clerks, 8; private tutor, 1; students at universities or colleges, 5; reader on newspaper, 1; compositor, 1; accountant, 1; engineers, 3; warehouse assistant, 1; gone abroad, 1; surgeon 1.

7250. With regard to the work of teaching, would your experience lead you to suppose that it was a desirable thing to arrange that all candidates for pupil-teacherships should have passed for a while from a public elementary school into a secondary school of some kind or other?—Yes, and I would keep them in the secondary school longer than seems possible at present.

7251. (*Mr. Sadler.*) I understand that for such a place as Sheffield you would like to have one educational authority for the whole town, bearing a new name, fully representative, and having committees of its number, to deal with primary, secondary, and technical education respectively?—Yes.

7252. But taking what are now the school board offices as the administrative centre of its new and enlarged work?—Yes.

7253. You are aware, no doubt, that, whether the objection is a just one or not, some people feel a difficulty in recommending any scheme which

might carry forward into Secondary Education traditions which are obviously right when applied to Primary Education. In view of that difficulty and to meet it, would you object to a new administrative centre in the town being set up for this new function of your educational authority?—Do you mean separately from Secondary Education?

7254. Yes; we have to find out some practical way of meeting the difficulty to which I have alluded?—I confess I do not see the necessity for a new centre.

7255. But in order to meet the difficulty you would not mind, if there were one authority, there being two offices in the town, one, as at present, for primary and one for Secondary Education?—I should think it a great waste. I want to do away with the old traditions, and start upon a better basis.

7256. I think it has been suggested (I am not expressing my own opinion upon the subject) that in the direction of elementary education administrative ability is of primary importance, and variety of education an experience relatively less important, because, in primary education you directly control each school; but in Secondary Education, where you would leave each school comparatively free, sympathy with various kinds of educational effort is relatively more important than administrative ability?—I think Secondary Education often loses very much from want of administrative ability.

7257. That I entirely admit; but I desire to ask whether you would be prepared to meet a difficulty which is felt by many people, by accepting as the solution of it the establishment of a double office in a town under a single authority?—While I am not prepared to state any objection to it, I confess I cannot see any necessity for it. One thing that I think we want to rid ourselves of is prejudice. This seems to arise out of some prejudice which would be all the better swept out of the way.

7258. Then do you think that one of our immediate difficulties might be overcome by recommending special treatment in certain cases; for example, a specially large representation of school boards on the new educational authority in certain large towns where there has been proved to be need for the valuable secondary work of the school boards?—I do not think that would meet the case. I think school boards ought to continue the work they have so well begun, and that no other authority would be likely to do it half so well.

7259. My suggestion did not contemplate interfering with the excellent work that has been done already by the school boards, but rather the recognizing of it and giving it a definite position?—Yes, but your proposition seems to involve the creation of an authority in which the school board shall only have a share of representation, and it would seem to me to be rather an irresponsible body.

7260. But you do agree that there should be representation of other educational authorities, besides the school board, on your new educational authority?—Yes.

7261. You were saying, in course of your evidence, that the inspection of secondary schools should be entrusted to a university board?—Examination, I said.

7262. Not inspection?—No, I think all schools should be inspected by inspectors appointed by the Ministry of Education.

7263. But you would entrust, I suppose, that work of inspection partly to local and partly to Imperial inspectors?—I should entrust that work of inspection to Imperial inspectors.

7264. Would you not have a staff of local inspectors at all?—For the primary school, yes.

7265. But not for the secondary schools?—I think the headmaster of the secondary school ought himself to sufficiently guarantee the efficient working of his establishment to his local authority.

7266. Then do you contemplate an entirely different and separate staff of inspectors for Primary and Secondary Education?—Possibly, but not of necessity.

7267. Would not that tend to differentiate the work of primary and Secondary Education in the way that I understand you to deplore?—Possibly it might.

7268. But though you would entrust inspection to Imperial, and not local, inspectors, you would desire to see the universities continuing their work of examination?—Yes.

7269. You would prefer a number of university examinations, including under this name the College of Preceptors' examination, for example, to one single uniform inspection by the State?—Yes.

7270. You would deprecate monotony or uniformity of examination?—Yes.

7271. Have you seen in your experience any advantages derived from university representation on educational boards?— Yes, I have. I had something to do with the framing of the scheme for Firth College. We have had university representatives upon the governing body who have been of great service to the institution. They attend occasionally, as the importance of the work demands their presence. We do not expect them to attend every meeting, but they come when their knowledge and experience will be of especial use to the institution.

7272. In fact you find their academical experience of some value to the local educational institution?—Certainly.

7273. And you would also think it possible that the experience they gain in these great industrial centres might be a help to the educational work of the universities from which they come?—I think these gentlemen admit that.

7274. In fact there is a reciprocal advantage derived from the passage of representatives between the universities and the educational institutions in the industrial districts?—Undoubtedly. And I think I ought also to say that the very desire for this advanced education in Sheffield has been greatly stimulated by such movements as the university extension, the Gilchrist lectures, and so on. As the scheme was being brought forward, we had large audiences attending these lectures and classes, and the public mind was being educated.

7275. In fact the university extension classes, one may say, in a measure prepared the way for the Firth College, did they not?—Yes; it was the natural outcome. Firth College was really intended at first to be the home of university extension. It has now developed, of course, into a local college.

7276. In districts where there have been great changes in the distribution of population, such, for instance, as the West Riding, I imagine that many of the old endowments are no longer in the place where they are of the greatest use?—Possibly that is so, but I have no very intimate knowledge of such. We have too few in our own neighbourhood.

7277. To take one instance from your own neighbourhood, I dare say you have heard of the advantages which have been derived by the removing of the Holgate endowment from Hemsworth to Barnsley?—Yes.

7278. But I suppose you know that local prejudice makes the removal of these endowments, even though desirable, extremely difficult?—I dare say that is so.

7279. Would you be so good as to tell us whether you think that a large authority like a county authority, or a more narrowly local authority, such as you yourself suggested, would be likely to have most influence in bringing about desirable removals of educational endowments?—I should rather look to the central authority for exercising that function.

7280. But you are aware that the Charity Commissioners have found that, working from London, it has been extremely difficult to bring about

even the most desirable changes in the situation of endowments?—I think I should prefer being controlled rather by Whitehall than Wakefield.

7281. We are speaking really of the people in the villages in which these endowments are situate. Will it not be more easy to influence them if we have a local authority to deal with the endowments?—I think the local interest would be well served by the authority. The people themselves know what is best for them, and they would do it accordingly. The people of one little village would not override the public opinion of a whole district.

7282–3. Do you think we can look to these small educational endowments as a fund which could be readily made available for the maintenance of new schools?—From what I know of our district, I should say that they are so infinitesimally small that they are hardly worth considering in such a connexion.

7284. The necessary revenue will have to be obtained from other sources?—It will indeed for our district.

7285. (*Mr. Cockburn.*) The question of the Parliamentary area has been for the first time propounded by you to-day. Although you are here as a School Board Association witness, that in no sense is the view of the Association of School Boards, is it?—No. The association has expressed no opinion upon the subject.

7286. And that is an entirely new and novel idea, which I suppose has hardly emanated from any other source than yourself?—Well, that is so; but I am not at all wedded to that view. I am not wedded to the area of the Parliamentary divisions. It should surely be easy to find some other division, if necessary, which would be quite suitable, only I would make the district authorities sufficiently important to carry on the work efficiently and well.

7287. You said something in the early part of your evidence about ratepayers in Sheffield having expressed an opinion that the State should not make its provision for education exclusively for what may be called the lower classes; that some others, being ratepayers of a very large order, have no kind of help from the State in the education of their children. Is that only here and there the opinion, or do you meet with it pretty generally?—I think there is a very general feeling, but I should not like it to go forth that this is the expressed opinion of Sheffield. I have heard no very public expression of the kind, but I know there is an undercurrent of feeling to that effect.

7288. Then you have heard no more really than one hears elsewhere?—No.

7289. There is no strong feeling in Sheffield upon the point?—No; and there has been no public pronouncement that I know of.

7290. Have you any views about fees in secondary schools?—I have.

7291. What are those views?—I am afraid they would be almost contrary to those of my board. I should have preferred to retain some fee, but the board thought fit unanimously to abolish fees in our Central Higher School.

7292. I am talking about secondary schools generally. You have in your précis talked about the necessity and advantage of having secondary schools which have a strongly-marked literary side, as well as the secondary schools of the board, which may be technical, and which may lead to manual work, and so on. Have you a view as to new secondary schools to be created, or existing grammar schools to be conducted with regard to fees?—That the fees should be very much lower than they are at present in the schools of our own district.

7293. What do you think is about as heavy a fee as should be charged in a grammar school, or a school of the grammar school grade?—I should like to see grammar schools with fees at five or six guineas a year. You get an education equal to that for half that money in Germany.

7294. Then with regard to this authority which you have been speaking of, you have been taken over the ground with regard to combining Primary with Secondary Education. Is it, in your mind, better that the new authority, if such an authority be created, shall conduct all Primary and Secondary Education than, for example, that a county council should take over Secondary Education in addition to its present duties?—I think it is far more feasible.

7295. That is to say, that you think a new education board, although it might be elected for all grades of education, primary, secondary, and technical, would be more capable of doing it as a board, and there would be less risk of its being handed over to the permanent officials than if this work is entrusted to the county councils?—Quite so.

7296. That is your practical opinion, is it?—That puts my opinion very clearly and concisely.

7297. How many members have you on your county council in Sheffield?—Sixty-four.

7298. And they have a technical committee?—Yes, they have a committee which meets only seldom for the purpose of considering applications for this grant, and dispensing the money.

7299. How many members have they on the technical committee?—Fifteen.

7300. Have they put any portion of the council upon the governing bodies of the institutions that they have aided with their grants?—Yes, I believe they have followed pretty much the lines of the Technical Instruction Acts.

7301. And have they co-opted any body from outside to aid them in their deliberations?—No.

7302. Has the council delegated to them the whole power of distributing this money without revision of their minutes by the council as a whole?—The recommendations are confirmed by the council.

7303. Assuming that your theory or plan of Parliamentary areas never becomes law, but rather that the county borough is followed, have you any theory that will enable you to say what Sheffield's view would be? Would Sheffield be content to be merged in the West Riding, if that were adopted as an area?—Certainly not.

7304. Do you think that Sheffield would insist upon being regarded as a unit itself?—I feel sure that would be so.

7305. Are you able to speak at all as to the extent to which that opinion would obtain among the towns?—I should imagine that in big towns there would be a general desire among the towns to be regarded as units.

7306. To what population would you go down in that scale? I mean to say, supposing we take the geographical counties, but are going to exclude a certain number of towns; towns above what population would, in your opinion, have to be excluded from the county authorities?—I am not at all sure as to the limit I would put. My reason for hesitating to give an answer as to the figure is this: I think the smaller towns—the towns of, say, 20,000, 30,000, 40,000, or even 50,000 inhabitants, would make exceedingly good centres for working Secondary Education; but if we excluded them and left the surrounding district to take care of itself it would be rather difficult; the access to towns is much more easy. It is far easier to get from a somewhat distant village to the town than it is to get from one village to another.

7307. I suppose you have nothing but theory. If I were to ask you as to how a county authority might work in maintaining or giving grants in aid to the schools in those towns, you have no information of any kind, have you?—No, I have no information.

7308. Then, coming to the school board secondary schools like yours, have you found that those schools are a practical and absolute necessity

to the carrying forward of primary into the domain of Secondary Education?—An absolute necessity. I think I have mentioned already the important function they fulfil in the training of young people who are to become teachers hereafter in the elementary schools. That is one of the many advantages to be derived from these schools; and we have also to remember that the children who take advantage of the technical instruction given there would not get it in any other shape or form. We should have a difficulty in passing them on either to the existing technical school or the grammar school; but it is very easy to get them from the ordinary elementary school to the higher board school.

7309. Would it be possible at all for the School Board of Sheffield to take those children, who would be comparatively a handful, who remain beyond the Sixth and Seventh Standards, and send them to the grammar school or a school of similar class?—It would be impossible.

7310. Why? Do you know?—Because there is no provision for them in the grammar school.

7311. You mean in point of numbers?—The curriculum of the grammar school would not be suitable unless indeed they could do what I imagine ought to be done everywhere, that is, have three divisions in the school, and complete courses.

7312. Then, in your opinion, whatever may be the outcome of future legislation, it will be absolutely essential that there should be to the primary system of education a top similar to the existing higher grade schools?—Yes.

7313. That will be an absolute necessity?—Yes, that will be an absolute necessity.

7314. And that, in your judgment, will have to be retained in the hands of those who are responsible for primary education?—I am quite sure that must be so if the work is to be efficiently and economically carried on.

7315. (*Dr. Fairbairn.*) There is a grammar school in Sheffield. Is that the only endowment for the purpose of Secondary Education?—That is the only endowment of which I have any knowledge for Secondary Education.

7316. What is Hollis' Charity?—I doubt whether there is much of it left. There is what is called the Hollis Hospital and School. The school has long since been given up, and I believe the almshouse is only partly used.

7317. In the report I have before me it says that it has an income which differs only by a single pound from that of the grammar school. The one is given as 675*l.* and the other 674*l.*?—Then it is for purposes altogether outside education, and, as far as Sheffield is concerned, it is used for purposes altogether outside education. But I believe there is a Hollis' school at Rotherham which may have some share of the endowment. Sheffield does not get it for the purposes of Secondary Education.

7318. What is the constitution of the governing body of the grammar school?—The 12 gentlemen who were trustees of the old foundation are to retain office for life. When their number falls below 6, vacancies up to that number are to be filled up by co-optation, and governors so elected are to hold office for five years. There are 9 representative governors, of whom 3 are elected by the city council, 2 by the Sheffield School Board, 2 by the Sheffield town trustees, and 2 by the council of Firth College.

7319. Are there any *ex-officio* governors?—The vicar of Sheffield for the time being is a governor, making in all 16 when the number of co-optative governors is reduced to 6.

7320. Are there any clerical or denominational restrictions as regards the staff, the curriculum, or the governing body?—No.

7321. You say that this grammar school has only 160 scholars?—It had 162 in January.

7322. Then this school is not properly a grammar school, I think, from your evidence; it is mainly modern and technical?—No, I do not think I have said so.

7323. I thought you said in an early part of your evidence that it was modern?—I was then speaking of the old grammar school, with its staff of three.

7324. Not the reconstituted grammar school?—The reconstituted grammar school is on the whole a very good school, and has a good staff, and it sends forward a number of its pupils to the universities.

7325. Do I understand you to say then that you thought if it had been under the school board its literary side would have been much more distinctly developed than it has been?—I did not say that of the grammar school.

7326. Then of what school?—I think I said the literary side of the Central Higher School ought to be more fully developed.

7327. Has the Firth College from the literary side been successful?—Fairly so. I do not think Firth College has anything like the number of students one might hope for with such a population as that of Sheffield.

7328. Can you give any reason why Firth College should have been so little successful as compared with university colleges elsewhere?—I do not feel prepared to offer an opinion off-hand.

7329. Do you think there has been any deficiency in the Secondary Education of Sheffield to explain the state of the university college?—I think that may have had a great deal to do with it; that if Secondary Education had been more fully developed and much more largely appreciated it would have led to the more rapid development of Firth College.

7330. But your feeling is that a properly constituted and equipped school board should make adequate provision for all the branches of Secondary Education?—Yes.

7331. As regards that, there is a change of franchise necessary I think you said, or a change in the manner of voting?—Yes. That is not the expressed opinion of my board, but it is my individual opinion, and it is also the opinion of the Association of School Boards.

7332. And also you think that if, with this change in the manner of voting, there was an extension of the field covered by the school board, it would add greatly to its importance?—Yes; and would be beneficial to elementary education as well as secondary.

7333. But you would not confine the board exclusively to elected members?—I think there should be a limited power of co-optation.

7334. Is there anything in our modern county councils corresponding to co-optation?—I do not know that there is.

7335. What is an alderman?—I am not very conversant with the law of county councils. In a city council an alderman is an elected member of the corporate body.

7336. In the London County Council do they not go outside and co-opt as aldermen?—I dare say they do in London; but it is not usual to do so in the city of Sheffield, at all events.

7337. Is it an extension of the power of co-optation, as possessed by the London County Council, that you seek in your electoral education board?—Yes.

7338. But you have said that, as regards this body, you would not have it interfere with the governing bodies of the existing schools?—Not more than is necessary to ensure a proper application of public money and a guarantee of efficiency.

7339. Then you would have it to be a controlling authority over these governing bodies?—I think there should be representation on the governing bodies, and that there should be control exercised by the central authority.

7340. Then if you had the control exercised, the governing bodies would not have more than a limited charge of their own schools?—I should like to see them retain a large amount of freedom and very full powers. The powers are already restricted by the representation of public bodies upon the governing body.

7341. In what way does a school under a new scheme differ from a new school?—In connexion with the old school you have often vested interests to consider, and some regard to pay to the traditions and feelings of people who have been identified with its management.

7342. But if your new scheme reconstitutes a school, you would give a large proportion of representation on the governing body?—Certainly.

7343. Would you have, in the case of your provincial authority, any *ex-officio* members?—I think not.

7344. Would you object to an assessor being appointed from the Central Authority?—With what powers?

7345. Advisory powers and powers of voting?—Yes, I should object to that. I think the local authority ought to be entrusted with full powers within certain well-understood limits, which could be prescribed by the Central Authority.

7346. And you would not approve, then, of any *ex-officio* representation or membership of such body?—I think not.

7347. (*Mrs. Sidgwick.*) I think you said that you thought that the proper fee for a good secondary school, if you could arrange the matter, would be from 5*l.* to 6*l.* a year?—Yes, I should like to see that. I would not advance that as a proposal, because I know how impossible it is for the secondary schools to exist upon anything like that amount.

7348. You mean that would be too little to make them self supporting; that they could not be maintained on that?—Unless they were rate-aided or State-aided.

7349. Then in an ideal scheme your view would be that they should be rate-aided?—Yes.

7350. How would you deal with private and proprietary schools; would you exclude them altogether?—That is one of the great difficulties I see in the reduction of fees. They seem to exist on the Continent, notwithstanding the lowness of fees—in the excellent schools of Germany and Switzerland.

7351. But you would prefer that a complete system of Secondary Education should be provided, to be paid for to the extent of about two-thirds by the rates or taxes?—It would necessarily mean that, unless there should be endowments.

7352. Is it your view that these schools should be supported out of rates or out of taxes?—I had not thought of Parliamentary aid; but I do not see why Parliamentary aid should not be given for Secondary as well as for Elementary Education.

7353. (*Mr. Cockburn.*) Taking your whole area of Sheffield, do you think you could impose a rate there in aid of Secondary Education which would not cause friction and heart-burning in the locality among the lower order of ratepayers? Would it not get over the difficulty much more easily if the aid were to come from the Imperial exchequer?—Undoubtedly; but I believe the locality would be prepared to give substantial aid to further an efficient scheme of secondary instruction.

7354. Would you now say that half should be local and half Imperial?—Yes.

7355. Would that meet your view as the best solution?—Yes.

7356. (*Dean of Manchester.*) Would you have it all free after that?—No.

7357. (*Mrs. Sidgwick.*) You would let the parents pay to the extent of about one-third?—Yes.

7358. And you would not regret the exclusion of private enterprise schools?—I feel that private enterprise schools are a very great difficulty. They are doing very useful work, and some of them are doing it very efficiently; but I am afraid we cannot consider them very much in a national system of education.

7359. (*Lady Frederick Cavendish.*) Do I understand that under the new education authority you desire to see all existing voluntary schools, both primary and secondary, continue under their present management, subject only to their fulfilling the State's requirement of efficiency?—Exactly.

7360. And would you be in favour of extending that to new voluntary schools established after the supposed new authority is created?—I should imagine it would not be at all likely that new voluntary schools would be established.

7361. If they should see their way to establishing themselves, would you permit them to open on the same terms as the existing ones?—I should see no objection.

7362. (*Dean of Manchester.*) What makes you think they would not be likely to be established?—If the power to establish and aid these schools came to be possessed by the local authority, no one else would be likely to find the money.

7363. It has been so in the elementary system, has it not, surely? There have been a vast number of schools established since 1870?—I do not find many being established now.

7364. (*Lady Frederick Cavendish.*) In Sheffield are there any good private schools for girls?—Yes, there are several good ones.

7365. Do they compete dangerously with the High School for Girls?—Not dangerously.

7366. But to some extent?—There is one school which has quite a friendly association with the High School for Girls. It serves for juniors in a district some distance away from the High School. There are two or three schools doing excellent work, and in no way interfering.

7367. You think there is room for all?—Quite.

7368. Do you know anything of the working in Sheffield of the Yorkshire Ladies' Council?—Not much. The school board has availed itself of the council's management to get the teachers of cookery, dressmaking, and so forth, and it has occurred to me that probably a council like that would be a very proper body to arrange for teachers to superintend the dairy instruction and so on for the new educational authorities.

7369. (*Sir Henry Roscoe.*) Are you at all acquainted with the French system of schools?—I have visited some.

7370. You are aware that they have a series of schools called *L'Ecole Primaire Supérieure?*—Yes.

7371. We have heard from you and from other witnesses of the very important work, which we are all cognisant of, which is now being done by the higher grade schools, and we have also heard of a distinct set of schools, what may be called "endowed secondary schools," doing a distinct work from the work that is done by your schools?—Yes.

7372. Did it ever occur to you that it might be possible to extend the standards under the Education Department, and to have not only seven standards, but nine or ten standards, and that, by extending the limit for such instruction, the schools which you now term secondary board schools would become superior primary schools? In other words, that it might be possible to include in the primary education of the county the curricula which are now being so usefully taught in your secondary board schools, or, in other words, to introduce a system on the lines of *L'Ecole Primaire Supérieure*?—I am afrad I am not sufficiently conversant with the French system to express an opinion.

7373. By drawing the line for primary instruction higher, and finding a definite limit higher, as we have found a limit at the Seventh Standard, might not this kind of instruction be included instead of being thrown over to the side of secondary instruction?—No, I do not think so. It is something more than a mere continuation of the primary education. The work of the higher board schools is as distinctive in this way as is the work of the grammar schools. I look upon it that the higher board school is more like the *Realschule* of Germany, while the grammar school is the *Gymnasium;* the one leading up to the polytechnicum, and the other to the university.

7374. (*Sir Henry Roscoe.*) We are very much obliged to you for your very interesting evidence.

The witness withdrew.

The Reverend F. E. Anthony, M.A., called in and examined.

7375. (*Sir Henry Roscoe.*) You are the chairman of the Plymouth School Board, and you also represent the Association of School Boards?—Yes.

7376. We have had several representatives of the association before us, and you have heard the evidence which has been given to us by Mr. Moss to-day, therefore it is probably in your position as chairman of the Plymouth School Board, rather than as representing the association, that you wish to give us your views?—May I add that I am also connected with the council, and therefore have seen a little of the working of the technical school established by the Plymouth council.

7377. Then, perhaps, instead of taking your précis as we have it before us, you will give us your opinion as to the action of the Plymouth School Board, and the views which they take generally with regard to the questions which have been addressed by the Commission to the last witness?—You mean what we have done as a school board in regard to, as you call them, secondary schools?

7378. Yes, especially the relation of the school board to secondary instruction. Have you got in Plymouth a higher grade school?—We have.

7379. What is your conclusion regarding higher grade schools as affecting your district?—You mean as to the desirability of its being established, and so on?

7380. Yes?—The board had felt for some two or three years nearly that there was a demand for a higher grade school. Parents who had children who were capable of carrying on their education further than the ordinary school demanded, and were right in their demand for, this higher grade school. At the west end of the town there was a large public elementary school—almost the largest in the country as to attendance—on the British school principle. In connexion with this school there have been evening classes for many years, as well as advanced classes in the day school, which, to some extent, seemed to meet what was wanted in the higher grade school. Our town is a long straggling town, running round The Sound, and we felt that we should have this higher grade school at the east end of the town, and so meet the wants of the parents on that side, the wants of the parents on the other side being, to some extent, met by the school already established. Under those circumstances we did not feel justified in putting the ratepayers to the expense of building a school until we were satisfied that the experiment would be a success, and until we were right in interpreting the wishes of the parents. There was a school existing which we could use, and we appropriated the boys' department for our higher grade school. That has been going on now for more than two years, and the result of it has been that we are satisfied that such a school is required in the town to meet the requirements of the parents. Yesterday, if I had been at home, I should have seen the contract finally accepted and signed for building a large higher grade school for boys and girls.

7381. Is that to be free?—That is perfectly free. I may say that from the first all our schools—our continuation schools, our cookery classes, and indeed all our schools, from beginning to end—are free. We have no fees whatever.

7382. You have made all your schools free?—Yes. Whether Parliament had insisted or not we should have made all free. We thoroughly believe in the free school system all through.

DEFICIENT SUPPLY OF SECONDARY EDUCATION IN PLYMOUTH.

7383. What relation does this education that you are giving in your higher grade school bear to the Secondary Education in your town or in your district?—I think there is a little uncertainty or a little indistinctness as to what we mean by "Secondary Education." My own opinion is this: I should call the higher grade school a department of Secondary Education; I should also call, what used to be called 20 years ago a "second grade school," or a "middle-class school," a school giving Secondary Education. The children who come up from the public elementary schools to the board schools are in a position to profit by the education given in the higher grade. But I do not think that that would be sufficient to meet the wants of a large number of children for whom Secondary Education is adapted, who would not be found in our board schools at all. We want, therefore, a school for Secondary Education which is quite distinct from the board school and quite distinct from the higher grade.

7384. And in your town of Plymouth is the supply of such schools sufficient or not?—We have a good many private schools.

7385. Have you any endowed schools?—We have one endowed school, but it is endowed to a very small extent; it is called the Corporation Grammar School, the endowment is small, a sum of 120*l.* a year, I think, is given to the headmaster as his emolument, and for that he is required to receive 12 boys, who are elected by the town council, for 2 guineas a year, so that, in addition to the 120*l.*, he receives 24 guineas for those boys, and has to give them their education there.

7386. You do not consider that that is sufficient for what you consider the needs of your town?—Certainly not. That is not the only school. Of course there are private schools. Our population is 86,000; this school does not consist of more than 60 or 70 boys, and does not in any way meet the wants of the town for Secondary Education, which, as I have put it, must be regarded as somewhat distinct from any education given by the school board.

7387. By what means do you propose to give such Secondary Education?—I should establish for Secondary Education a system on the lines of the school board system, that is to say, I would have schools perfectly free; they should be dependent on rates and upon any endowments which could be utilised, and also upon Treasury grant, and under the control of the educational body of the town.

7388. Do you agree with what has been stated by the other witnesses with regard to the formation of an educational council?—Yes, I think the whole of the education of the country should be more or less—more rather than less—under the control of boards elected by the people themselves, under the control of the people themselves, and under the control of some central body.

DEVONSHIRE TOO LARGE AN AREA FOR LOCAL AUTHORITY.

7389. Would you give us your idea with regard to the areas over which such boards should have control?—That is a difficult point. As far as the areas are concerned, I think the school boards of county boroughs might be sufficient for the purpose. I am guided in that on these lines. In the Redistribution Act, 1885, 40,000 or 50,000 was regarded as the unit upon which the Parliamentary division should be fixed. Taking our own town, I should say that the county borough of Plymouth should be the area for educational purposes; but for country districts the county is certainly too large. Of course we are guided a good deal in our judgment by our own surroundings. Devonshire is a very large county. North Devon, East Devon, and South Devon are tantamount to three counties, indeed,

geographically they are three counties. We have the immense waste of Dartmoor in the centre of the county, which separates these three divisions of the county more effectually than counties are generally divided. Nature comes in here, and we in Plymouth are as far from North Devon, I was going to say, as we are from London. It takes us four hours to get to North Devon, and six hours to get to London.

7390. (*Mr. Cockburn.*) Can you give us the population?—I should think it is about 600,000, but I am not quite sure of that.

7391. And you have only two big towns—Plymouth and Devonport?—I am afraid Exeter would hardly like to be left out.

7392. What is the population of Exeter?—I think it is about 40,000.

7393. Then you have a population of 600,000, all of it practically scattered?—Yes. Barnstable is a good flourishing town, but it is not a large town. That is really the metropolis of the North. Exeter is an old and venerable city, with traditions of the past; it is very much loved by those who live there, who are a little jealous of the way in which other towns are advancing. They lost their second member in 1885, so that will show you where they are as a unit. Plymouth, with about 86,000, retains two members; Devonport has about 56,000, but added to Devonport is Stonehouse, which has about 15,000.

7394. Then a quarter of the whole county is concentrated in Plymouth and Devonport?—Yes, if I am at all right as to the figures, but I am speaking from memory. As to the area, I say that the county is very much too large. My own idea is that we want to secure two things. As to the educational area we want an area sufficiently large to secure an educational body that would be broad in their sympathies, and also we want to have a sufficiently large area to make the burden of expense fairly easy. On the other hand—I lay very great stress upon this—that those who are admitted upon the educational board, whatever it may be, should, to some extent at all events, be drawn from the districts where the school work will be carried on.

PARLIAMENTARY DIVISION PREFERRED.

7395. (*Sir Henry Roscoe.*) You would like to have local interest properly developed?—Yes. We want to get the local interest distinctly in our governing body. Therefore the Parliamentary divisions, of which we have eight in Devonshire, would be better than the county. I think the Parliamentary division is too large, but I think perhaps the next unit may be too small; that would be the rural district council area. In one word, my idea is this: we should make the area of the educational board the Parliamentary division, regarding the Parliamentary division as broken up into wards, these wards being the rural district council areas, each of them contributing their quota of members. I think in that way we should combine the two things.

7396. By making the area so small, do you not think you render it difficult to obtain the services of people of position and experience in education in the neighbourhood for the formation of a council of that kind?—I think not. The district areas would not be very small. But I think we want to get on to our council of education those who are pretty closely identified with the work itself for their own sakes; and as to the kind of members who may come forward, a good deal will depend upon the work you give them to do; the more important the work the better the men who will come forward, and women also.

7397. And to some extent it would depend upon the size of the area, because in such small areas the work would be, after all, of a comparatively unimportant character?—Yes, but I think the number contributed by each rural district area must be determined by the population so that where there is very much work to do you would have more, and where there is less work to do you would have fewer.

7398. Take, for example, one of the Parliamentary areas, containing from 50,000 to 60,000 persons. How many secondary schools would you propose to place in such areas?—That would entirely depend upon

circumstances—upon the way in which the population is distributed. Of course an ideal system would be to have a secondary school within 10 miles; but that must entirely depend upon the circumstances of the case.

7399. Would you say that independently of the area?—I say that would be the ideal system. You wish to give a child the opportunity of getting the best education for which it is fitted, and it is a serious thing that the child should not get that because it happens to live in a scattered district. I think this is the ideal; but of course one will have to be guided by the circumstances of the case. I do not think it would be practically possible to have a school every 10 miles, but it would be a very good thing if we could.

Adjourned to Thursday, 5th July, at 11 o'clock.

NINETEENTH DAY.

At 6, Old Palace Yard, Westminster, S.W., Thursday, 5th July 1894.

PRESENT:

THE RIGHT HON. JAMES BRYCE, M.P., IN THE CHAIR.

The Hon. and Rev. EDWARD LYTTELTON, M.A.
Sir HENRY E. ROSCOE, D.C.L., M.P.
The Very Rev. The DEAN OF MANCHESTER, D.D.
The Rev. A. M. FAIRBAIRN, D.D.
Mr. RICHARD C. JEBB, M.P.
Mr. RICHARD WORMELL, D.Sc.
Mr. HENRY HOBHOUSE, M.A., M.P.
Mr. M. E. SADLER, M.A.
Mr. H. LLEWELLYN SMITH, M.A.
Mr. GEORGE J. COCKBURN.
Mr. J. H. YOXALL.
The Lady FREDERICK CAVENDISH.
Mrs. HENRY SIDGWICK.

The Hon. WILLIAM N. BRUCE, *Secretary.*

F. STORR, Esq., B.A., and HERBERT B. GARROD, Esq., M.A., called in and examined.

7375*a*. (*Chairman to Mr. Storr.*) You come to us as representing the Teachers' Guild, I presume?—I do, but Mr. Garrod more directly represents the views of the Teachers' Guild.

7376*a*. Still I understand that the Teachers' Guild have deputed you to be one of their spokesmen?—They have.

7377*a*. And I believe you are also chief master of modern subjects at Merchant Taylors' School?—I am.

COMPOSITION AND OBJECTS OF TEACHERS' GUILD.

7378*a*. (*To Mr. Garrod.*) You are general secretary of the Teachers' Guild of Great Britain and Ireland?—I am.

7379*a*. Will you describe to us the composition and objects of the Teachers' Guild?—The objects of the Guild are to make a learned

profession of teachers in the first instance; secondly, to give teachers the means of expressing a collective voice on all matters affecting their profession; and, generally, to advance their welfare. The composition of the society has been discovered recently by an analysis of the nomination forms of candidates for membership, which have a blank space in them which has to be filled up stating the school in which a candidate for membership is engaged or the nature of his educational work. We find that of all the forms filed in the office, 28 per cent. represent teachers in endowed or proprietary schools; 15 per cent. teachers in public elementary schools; about 26 per cent. are teachers in private schools; about 24 per cent. are private teachers, resident and visiting, and nearly 7 per cent. are persons interested in education, but not teachers, who at present are admitted into the society.

7380*a*. Women, I presume, are equally eligible as members, and do become members?—Yes.

7381*a*. Can you tell me what proportion of the total number are women teachers?—Roughly, the same as in the profession; I think nearly three-fourths.

7382*a*. Nearly three-fourths of your membership consists of women?—Yes, and I think it is the same in the profession.

7383*a*. That depends upon what you consider the profession to include. You include elementary teachers?—Yes.

7384*a*. And do you include private governesses?—Yes, visiting and resident private teachers of both sexes.

7385*a*. Then the Guild may be said to be pretty fairly representative of teachers as a whole, apart altogether from the particular classes of schools they belong to?—We think so. We think that among our 4,400 odd members we have a very representative collection.

7386*a*. You are incorporated, I think?—Yes, under the Companies Act, 1867, and subsequent Acts.

7387*a*. Can you tell me, apart from the particular question of registration of teachers, in which we know that it has recently acted, what general action the Guild is in the habit of taking? What action does it take in educational matters?—Through its committees our council endeavours to cover the whole field. It has political and education committees, a thrift committee, and a legal and professional advice committee; but, of course, its main work is done through the parliamentary or political and education committees. The education committee endeavours to keep to the front in all strictly educational matters, and to help teachers throughout the kingdom in our central body and branches to form opinions on all matters of education which they should be qualified to express opinions upon.

7388*a*. I rather desire to have from you some illustration of the kind of action which the guild takes, in order that we may appreciate better the objects?—We memorialize the proper authorities when we think that something ought to be done in the interests of education.

7389*a*. What sorts of things do you do? What cases have come within your scope?—We have introduced Bills into Parliament for the registration of teachers. We memorialized the Prime Minister at the beginning of this year on certain matters connected with this Royal Commission. We also sent a memorial to Mr. Acland on the Bill for the Organisation of Secondary Education in 1892, pointing out certain views which were held very strongly by our council, and we have always endeavoured to get our members throughout the three kingdoms to form definite opinions on all these subjects. We have sent circulars round to them inviting collective opinions on this very subject of the organisation of Secondary Education some years ago and got answers from the branches and from the Central Guild.

7390*a*. Do you maintain an organ?—No, not a separate organ. We have a right to have our reports put in free of charge in a certain paper.

7391*a*. What paper reports your proceedings?—"The Journal of Education." We have a special arrangement with that paper.

7392*a*. Can you give me the total number of your members?—About 4,400.

7393*a*. What is your estimate of the total number of the whole educational profession, including not only secondary but also elementary schools, and including governesses?—My estimate is that it is over 200,000 in the United Kingdom, if you take it on their own statements in the census; but that includes teachers of some special subjects, such as the teachers of special musical instruments. Roughly speaking, I should say about 200,000.

7394*a*. Do you include in that the universities?—No, school teachers and private teachers.

7395*a*. Is there any other point with regard to the action of the Guild that you would like to mention before we proceed to other matters?—There is nothing more than what is in my notes of evidence, I think. I could give more in detail the past action of the Guild.

7396*a*. (*To Mr. Storr.*) Do you wish to add anything about the Guild?—I have not seen Mr. Garrod's notes of evidence. I do not know whether anything with regard to the branches is contained in them. That, I think, is a very important part of our Guild. We try to bring all the ranks of teachers together in every place of sufficient importance to have a branch.

7397*a*. The branches, I suppose, hold meetings?—Yes, the branches hold their own meetings.

7398*a*. And act as representing the interests and aspirations of teachers in that particular locality?—Yes. The point I would emphasize is that teachers who have never met before join the Guild, and so the primary and secondary teachers and university college teachers in places such as Bristol have all been brought together.

7399*a*. How many of these branches have you?—(*Mr. Garrod.*) 29, of which two are in Colonies—one in South Australia, and one in Natal. The rest are in England, Ireland, Scotland, and Wales.

7400. You attach considerable importance to the fact that you not only bring elementary school teachers into contact in this way, but also teachers of all classes?—Yes.

7401. (*Mr. Hobhouse.*) You gave us an estimate of the total number of teachers at about 200,000. That is in the United Kingdom, I presume?—I think so.

7402. Could you give us an estimate of the numbers of those who are teaching in schools. What proportion of the 200,000 would be teaching in schools?—I am afraid I cannot answer that question. I only know there are somewhere near 50,000 certificated teachers in England and Wales.

7403. (*Chairman.*) With regard to this 4,400, what proportion of them are in the Colonies? It is, of course, desirable to ascertain what proportion that number bears to your total estimate of the number of teachers?—There are about 124 in the two colonial branches.

7404. So that all the rest of the 4,400 would be in the United Kingdom?—Yes.

UNIVERSITY SCHOLARSHIPS.

7405. (*To Mr. Storr.*) Have you any remark to offer upon the influence on Secondary Education of the system of scholarships at Oxford and Cambridge?—I should like to point out how in one way they affect prejudicially many schools that I know. Boys who are likely to win scholarships are allowed to drop in part, or in some cases entirely, all other subjects of work except that subject in which they are going to compete. It interruptstheir regular course. I shouldsay it is distinctly

inadvisable that a boy of 17 should be virtually learning nothing but classics, and still more inadvisable that he should be learning nothing but history.

7406. Is it the case that the college scholarships of Oxford and Cambridge are so largely awarded only upon pure classics or upon history without regard to other subjects?—The number of scholarships in natural science has increased very largely within the last few years, and I think the universities are anxious to follow the line of studies in schools. They say to us, "If we have evidence that there is any subject which is really "taught systematically and thoroughly, we will offer scholarships for it." That is not quite my complaint; but the most pernicious scholarships are those which they offer in my own particular subject at present—modern languages, because it is impossible for a boy to win such scholarships in his regular stride. In the case of those that have been won from schools, the boys are probably boys who have had the advantage of having one of their parents French or German; they have been picked out as likely candidates for these scholarships, and for six months or a year before the boys go up they have done probably nothing else than modern languages, and have been privately coached in that one subject. I am thinking of the kind of scholarship which King's and Caius College at Cambridge in particular have given for modern languages. They have certainly not, in my opinion, encouraged modern languages in schools; they have merely encouraged specialization in certain boys.

7407. In other words, your objection is not so much to the neglecting by the colleges of particular subjects in favour of others, but rather to the fact that a candidate has the best chance if he devotes himself exclusively to one particular subject, and thereby his general progress, and I suppose also the due organisation of the classes, is injured?—Exactly. There are no all-round scholarships, so far as I am aware.

7408. What would your remedy be for that state of things?—I should like to see as part of every scholarship examination one or more papers on general school subjects showing, for instance, that every boy knew a certain amount of English literature, a certain amount of history, and a certain amount of modern languages. I should have, in fact, a qualifying test before anyone could be elected to the scholarship.

7409. That is to say, you would make your scholarship election upon what may be called an all-round examination; or would you make it upon an examination in which a certain level has to be attained in a certain group of subjects, and then after that let the scholarship be awarded for eminence in one particular line?—I should prefer the latter.

7410. It is within your knowledge that 30 years ago many colleges in Oxford and Cambridge had what may be called a general examination?—Yes.

7411. I suppose that in Cambridge, as well as in Oxford, the type of scholarship examination 30 years ago was four or five classical papers, a history paper, a mathematical paper, and an essay paper?—In my time at Cambridge, with the exception of tied scholarships as at King's, there were no such scholarships as there are now. They were all given after a man had come into residence; and I think there is a great deal to be said for that old plan.

7412. But even if given to those in residence, would it not be the case that these various subjects would have been included in the examination?—No. The Trinity scholarships were given virtually either for classics or mathematics, or for a combination of those two. Nothing else was included.

7413. There was not even an English essay?—No.

7414. What is the case now in Cambridge, speaking generally?—Now each college has its entrance scholarship, and I think they are very much the same as those at Oxford, that is to say, a man gets a scholarship solely onclassics or mathematics or natural science.

7415. You mean to say that it would be unusual for a man doing his good, but not specially brilliant, classics to get a scholarship upon adding to fairly good classics a good paper on history or a good paper on mathematics?—That would be very exceptional, I think. There is generally an essay, but that is the only general subject, I think, in scholarships.

7416. Then there must have been some change, I think, from what was the practice at Oxford many years ago?—I am speaking of Cambridge now.

7417. I understood you to include Oxford?—Yes, but in Oxford scholarships of course there is a general information paper.

7418. Your view, then, is that in every college scholarship, whatever be the special subject, a certain level of general attainments should be first secured, and then after that the competition should turn upon excellence in special subjects?—Yes, that is what I should like to see.

EXAMINATION OF SCHOOLS BY THE UNIVERSITIES.

7419. How do you think the system of examining schools by the universities has worked?—I must ask you, if you please, to define "examining schools," and say whether you mean the system of schools examined by an accredited member of a university, or whether you include generally in it the joint examinations for certificates, local examinations, and so on.

7420. I intended to include both the former but not the local examinations, which are not examinations of schools?—It has worked, on the whole, exceedingly well. Schools which had no test at all have been brought under a test, and it has generally awakened schools to a sense of their duty.

7421. What do you think are the comparative merits of the system of examination of a school by university examiners, or by the joint board on the one hand, and the local examinations on the other?—I should much prefer the examination by the joint board, the examiners going down to a school and examining that school. I think there are very grave defects in the sort of general sweepstakes which the local examinations have become.

7422. You feel that the local examinations encourage a species of special preparation which is less likely to take place on any other system?—Yes, it is within my knowledge that in many schools, especially in girls' schools, there is a junior Oxford local class, and a junior Cambridge local class; that is to say, girls are interrupted in their regular work, and for a year do nothing but the particular subjects that they mean to pass in at these examinations.

7423. Supposing the system of examinations of schools by university examiners to be established—made general and regularised, would you think that in that case the need for the local examinations would disappear?—I think so. The pupils to whom it would then apply would be pupils under private tuition, or schools so small that they would have difficulty in affording the cost of having a special examiner down.

7424. You remember, of course, that the system of local examination is older than the system of the joint board, and the joint board was doubtless established partly to meet the evil to which you have called our attention?—Yes, but I should like to call your attention to a remarkable testimony to my point which is to be found in the preface of a book on English Secondary Education, with an introduction by Professor Emile Boutmy.

7425. You mean M. Max Leclerc's book which we have, and think very good. You prefer, I suppose, the system of examination by the joint board to the system under which particular schools have the university examiners down?—On the whole I think so, because there is some sort of standard with the joint board. Examiners' papers are revised, and there is also some standard as to the looking over, whereas if you have a single examiner the personal equation is very considerable.

7426. Do you think there is any force in the remark that the individual examiner going down by the invitation of the headmaster finds it a little more difficult than does the joint board to call attention to defects which he may observe in the school?—Undoubtedly he finds. I have myself found considerable difficulty.

7427. So that, on the whole, of the three plans, you prefer the system of the joint board?—Yes.

7428. Are there any amendments of which you think it susceptible?—I should like to see examining made more into a profession by itself. The joint board, I believe—in fact I know—do their very best to get the best men they can, but they have singularly little opportunity of testing what a man's powers are, and especially that comes home to me in the way of *vivâ voce* examination. Some of their examiners whom I have listened to have been wholly unfit for their duties; they had not a notion how to conduct a *vivâ voce* examination.

7429. Are you speaking now specially of Oxford or specially of Cambridge, or are they both alike?—They are both alike. I am speaking of those sent down by the joint board.

7430. You do not adopt the view that if the universities understand anything, they understand how to conduct an examination?—I think in that way they have a good deal to learn from the Civil Service examiners.

7431. You know that they have great practice in examining at Oxford and Cambridge?—I know that.

7432. And you know that the Civil Service examiners are generally Oxford and Cambridge men?—Yes. But generally a young don is put on to examine a school. He may have had absolutely no experience at all of the sort of school he is examining, whereas the Civil Service examiners form more of a regular staff; they are not so much occasional examiners.

7433. May I take it that your remark refers rather to the examination of schools by persons who have no special experience of schools, and you do not intend your remarks to apply to the art of examination *per se*?—Quite so.

7434. I should have said that there is something in the view that Oxford and Cambridge understand examining, but the young don does not know what may be expected from a boy in a school?—Quite so.

7435. Is it within your knowledge that they make large use of oral examination at Oxford?—No, there is not nearly enough I should say.

7436. At Oxford we always had *vivâ voce* in all our schools except in the mathematical?—I was thinking more particularly of the local examinations. It seems to me a monstrous absurdity that in the modern languages there should be no oral examination. The result is that I come across schools where the pupils have not a notion of pronunciation of either language. All their work is done on paper.

7437. Is not the difficulty in the way of oral examination in schools very much a difficulty of time?—It is, but I think it might be overcome. The College of Preceptors have so far overcome it that they have offered to examine orally any school which might require it in modern languages; and they examine as many pupils as the two universities together. If they can do it, *a fortiori* either university can do it.

7438. But still the oral examination of a large school is a very serious undertaking for the examiners?—Undoubtedly, but it would not be necessary to test every individual pupil. You can find out in five minutes whether a class has a notion of pronouncing French or not, to take that particular point.

7439. How would you propose to secure that university examiners should be qualified for the work of examining schools in particular?—I should like to see a much more regular staff retained, and I think that ex-public schoolmasters might be made use of in that way very well. A man

may certainly go on as an examiner when he is past the more active work of school life. I do not see at all why a staff of examiners should not be recruited from public schoolmasters and ex-public schoolmasters.

7440. Your idea would be that at the time of year when examinations occur, the masters of one public school should go and examine the pupils of another?—That would be one way.

7441. You would admit, I suppose, that there is no work which, pursued very frequently or for any considerable time, is so intolerably irksome and fatiguing as that of examiners?—Possibly.

7442. Would you not think, therefore, that it was possibly a disadvantage to have a man whose constant occupation was that of an examiner. Would you not think that his faculties would become blunted after a time?—I must say I do not agree with you there, because I do not know after all that it is more monotonous than many other kinds of work such as civil servants do in any public office.

7443. Is it not much more monotonous than teaching?—Looking over papers undoubtedly is, but not of course *vivâ voce* examination. I should put that on a level with teaching.

7444. I was speaking more particularly of looking over papers?—Yes, that is so. Oral examination is, of course, more lively.

7445. Have you any other observation to offer upon the question of examination of schools?—No, I think you have exhausted all I have to say.

THE GRADING OF SCHOOLS.

7446. Do you adhere to the view that there ought to be distinction between what the Schools Inquiry Commissioners call second grade schools, and first grade schools?—Very strongly indeed, on this ground: The curriculum of a school which carries on its pupils to 18 or 19 ought to be different from the beginning from that of a school whose pupils leave at the average age of 16.

7447. Would you illustrate that view?—For instance, in the case of a school with pupils leaving at 16, Greek would obviously be excluded, and I myself should be rather inclined to exclude Latin. Certainly if you took 15 as the age of leaving such a school I should totally exclude Latin from it.

7448. Then you would not think that between the ages of 12 and 16 substantially useful instruction in Latin could be given?—It is just doubtful. I said 15, to make myself safe.

7449. Take 15?—I have had a great deal of experience in that way in examining partly for the College of Preceptors and other bodies, and it has struck me very forcibly that the boy whose Latin has gone just so far as to enable him to construe a prepared book of Cæsar has got very little use from it, or rather that the benefit that he has got might have been equally well acquired by a study of French, and that in addition to the gymnastics he would have gained a useful acquirement.

7450. Then you do not think that an average boy under good teaching ought to be expected to get further in three years—that is to say between 12 and 15—than to be able to read a book of Cæsar?—I do not think as a matter of fact they do get much further.

7451. Then surely there must be some very bad teaching?—Yes, that may be. I merely give results. I cannot probe the cause of it.

7452. Would you not think that boys who are going to learn Latin might begin at 10? They used to begin at 8, as you know; but that is, perhaps, too early?—I think 10 is too early. My point is that French ought certainly to be learnt before Latin.

7453. Then you do not accede to the argument that a pre-knowledge of Latin is very valuable for the acquisition of French?—No, I am afraid I do not. Of course in the higher stages it is enormously valuable, but you can get the simple philological knowledge, which I do attach much

value to, in the English language, almost as well from a study of French as from a study of Latin.

7454. You do not think that a boy who has had three years study in Latin would make much more rapid progress in his French than if he had not had a knowledge of Latin?—You mean from 10 to 13 learning Latin and then beginning French?

7455. Yes?—I should prefer beginning with the French, as it is the easier subject, and therefore can be made far more interesting to a young boy than the study of Latin can. You can start a young boy almost straight away on a little French story book.

7456. Would you not say that very many people among your university contemporaries, for instance, have practically made their French out of their knowledge of Latin?—That is to a great extent true. A man who really knows his Latin can pick up French with very great ease; but my point is that the amount of Latin that a boy would have got by, say, from the age of 10 to 13 is not very hopeful to the study of French.

7457. Then your views are based, are they not, on the assumption that very little can be done in the study of Latin with a boy who has been taught it for three years?—Yes.

7458. (*Lady Frederick Cavendish.*) Is not Latin grammar much easier than French grammar?—I do not really think so. I think in the elementary stages they are about equal. If you take the syntax, French is just as difficult as Latin, and goes on very much the same lines.

PUBLIC PREPARATORY SCHOOLS.

7459. (*Sir Henry Roscoe.*) Have you any opinions to express on the subject of public preparatory schools?—I see no occasion for such schools, because the masters and mistresses I know who do receive a good number of elementary pupils into their schools tell me that they can deal with them perfectly well by a preparatory department or class in their own school. I see no occasion for separate preparatory schools.

7460. You are not speaking, I presume, of preparatory schools for Eton or Harrow?—No.

7461. Will you let us understand exactly what you mean by a preparatory school?—I was thinking of such an institution as Mr. Walker, of St. Paul's, was strongly in favour of. He said instead of the scholarships to be given at St. Paul's School to elementary scholars he would like to see a preparatory school established, that is a school on the lines of Elstree and such well-known schools, for scholars drafted from elementary schools.

7462. Is that the preparatory school you alluded to?—I merely took the first one that came into my head; any of the regular schools which prepare for Harrow, Eton, Winchester, and so on. Mr. Walker said he would like to see a school somewhat on those lines, where a tuition fee could be paid.

7463. To take the case you quoted, do you think that St. Paul's School itself is quite capable of giving instruction of a preparatory character without a separate school?—Well, I should regard the question in this way. I should not consider St. Paul's School an ideal first grade school; it is far too much purely classical. But the ideal first grade school that I have in my head would certainly find no difficulty in dealing with boys coming from a board school.

7464. Are there such ideal schools existing?—No, they have to be created.

COMPETITIVE ENTRANCE SCHOLARSHIPS.

7465. What remarks have you to make with regard to the present system of competitive entrance scholarships?—I think it works on the whole badly. My main grievance against it is that the scholarships at Eton and Winchester &c., are given almost entirely for classics; consequently in all the preparatory schools classics are the staple subject, and there is very little teaching of what undoubtedly ought to be the main teaching of a boy between the ages of 9 and 12 or 13; that is to say, of English, English literature, English grammar, English history, and the

facts of natural science—object lessons in fact. Those subjects are almost wholly ignored in our preparatory schools.

7466. Am I right in concluding that your objection to these competitive entrance scholarships is in the main the same objection which you have raised with regard to the college scholarships of the universities?—Yes.

7467. In other words, that you would wish to see both made to represent a wider area of education?—Specialization really begins at 10 or 11.

7468. You think that is too early an age to specialise at?—Yes, I do.

7469. Are there any entrance scholarships to these schools of the character you would wish to see? Can you give us an instance?—I have examined for the last three or four years for the Bancroft scholarships open to the elementary schools of London? the subjects, roughly, are those prescribed for the Sixth Standard roughly with one or two extras, such as French and Latin. There you get a very good type of examination.

7470. Does the system at present in existence exclude any class of the community, in your opinion, from the benefits of those scholarships?—It virtually excludes any parent who cannot for three years pay 100*l.* a year for his son at one of the regular preparatory schools. The scholarships, I believe, in very rare instances are gained by outsiders. They all come from certain preparatory schools.

7471. Are you speaking now of the entrance scholarships merely to what are called the large public schools?—Yes. The large public schools I was speaking of.

7472. Would you wish to see scholarships arranged of such a kind that poor men could send their children to Eton?—Certainly there ought to be some change, so that the poor man, for instance a clergyman, we will say, with an income of 400*l.* or 500*l.* a year, should have a chance of getting an Eton scholarship for his son.

7473. You think the chances are very much against him now?—They are very much against him now. Of course many parents do make enormous sacrifices, and sink their little capital on the chance of their son getting an Eton or a Winchester scholarship.

7474. Can you show that these scholarships are generally held by the sons of rich men?—No, I should not go so far as that. All I would say is that I do know, and I have known, a great many cases of the sons of rich men—by that I mean men whose income is certainly 2,000*l.* a year and upwards—holding scholarships at Winchester and Eton.

7475. You would not exclude their sons from scholarships, would you?—I would not exclude their sons from scholarships, but I would certainly exclude them from the emolument. I would give them the title of scholar, but I would not allow them to have the money. I would have some poverty test.

7476. Do you think that the system at present in vogue encourages overpressure by insisting upon a greater amount of knowledge in one subject than is desirable, in your opinion?—Undoubtedly. I think permanent injury is rarely done, but I have seen in many cases myself temporary injury from boys being crammed for these scholarships. In fact what my Winchester friends tell me about their scholars is that they let them browse for a year, that is to say, virtually do nothing, to recover themselves after having gained the scholarship.

7477. But would not that possibly, or even probably, occur with any system of competitive scholarships open to the country? Is that specially dependent on the early specialisation that you deplore?—No, I do not know that it is.

7478. Therefore your proposals might not overcome that difficulty?—No.

7479. It is one that applies generally to all competitive examinations of every kind, is it not?—Yes, it is, but more particularly to the scholarships won at such an early age.

7480. That would be rather against the scholarships being open at such an early age than against the character of the examination?—That is quite my view.

7481. In what way do you consider that the passing of the scholars from one class of school to another would be facilitated?—By the foundation of bursaries. I think it is useless to give a scholarship even as much as 25*l.* a year to the son of a labouring man unless you have some sustentation fund, that is to say, unless you partly pay the expenses of his board.

7482. You are aware that a large number of such maintenance scholarships are at present given by the London County Council?—Yes, those are excellent things.

7483. I see you have some remarks to make with regard to the age at which Greek and Latin are begun, for instance, with reference to schools like the German *Realschulen*?—I have partly anticipated that. It seems to me that a great injury is being done to the country at large by Greek being taught in the lowest forms of public schools and also by Greek being examined in these entrance scholarships of public schools. Virtually that means that all preparatory schools are obliged to teach Greek, and preparatory masters—at any rate those I have spoken to—deplore the necessity, but they say, "The success of our school depends upon our winning "these scholarships or the boys taking good places in the school, and con- "sequently we are driven to teach Greek." I know that it is certainly the general opinion of public schoolmasters that the age of beginning Greek might at any rate be postponed to 13 at the earliest.

7484. What scholarships are you specially speaking of in which Greek is made a compulsory subject?—It is not a compulsory subject in any that I know, but it is virtually an essential in the cases of the Eton and Winchester scholarships. There may be one or two mathematical scholarships, but it is almost impossible for a boy who has not begun Greek to win a scholarship at either of those schools, or schools like them.

7485. But if Greek is not compulsory, I do not quite understand how it can affect the question. If there is no examination in Greek, why should they begin to teach it? Will you, please, explain that?—At Winchester, for instance, I know it was said that Greek was not to be compulsory, but Greek papers are always set still, and, excepting mathematical scholars, I do not think it would be possible; in fact, I know no case of a boy ever winning such a scholarship who did not take up Greek.

7486. Then what would you propose to substitute for Greek? I think you have also included Latin in your *précis*?—There I was thinking of what I said before, that in lower grade board schools, that is, second grade secondary schools, I should like to see Latin either abolished or the teaching of it very much modified. I was not thinking of the public schools. Of course Latin would be taken in the lowest forms there.

7487. Then I understand that at the public schools you think Latin ought to be preserved, but you are doubtful about it with regard to other schools of a less classical character?—Yes.

7488. Do I understand, then, that you would substitute modern languages for Greek in all cases and for Latin in some?—Yes.

LEAVING EXAMINATION.

7489. Now, with regard to leaving examinations, what line would you follow in England, if such an examination were instituted?—By saying that I should follow German lines, I mean I should advocate the principle of masters in schools conducting this examination with some outside assessor to see that everything is fairly done, and that a tolerably uniform standard of attainment is preserved.

7490. Would you regard it as important that these leaving examinations should be passed by all scholars, whether they are going to the university or not?—Certainly.

7491. In Germany I believe the *Abiturienten-examen* is simply one for entrance to the universities and the civil service?—And also it excuses the three years of military service.

7492. But it is not insisted upon generally for other purposes than those you have mentioned?—No. I would only insist upon it in this way as attempting to give it a recognised value throughout the country; and, in particular, what I should hope to see is that it would supersede the present various professional entrance examinations.

7493. Would you also add the separate examinations for the different universities?—Yes.

7494. Then it would be, in your opinion, desirable that one examination should open the door to all the universities?—Of course there would be two kinds—a higher and a lower. I should like to see one for the first grade secondary schools which should admit to the universities, and also admit to the legal profession and the medical profession, and the general examinations for those professions. In the second grade schools I should have another on a lower level.

7495. But you would wish to see the first series of examinations that you speak of made on one line, and that the passing of that examination should open the doors of all the universities?—Yes.

7496. As well as the doors of the legal and medical professions?—Yes.

7497. You would wish to have, in fact, a uniformity of standard?—A uniformity of standard, with the greatest diversity of subjects consistent with that uniformity.

7498. Then, if that were the case, the examinations would not be conducted, I presume, by the authorities of each school, but by some more general authority over the country?—I do not see why there should not be general lines for the examination laid down, and then the authorities of each school conduct it with, as I said, an assessor from the Central Board or outsider, to whom the papers set should be referred and who would check the results as given by the particular headmaster.

7499 In other words, you think that a code might be drawn up by the Central Authority, and therefore the standard would remain the same, and the actual examination might be conducted by the schools themselves?—I think so.

7500. Do you find fault in this respect with the London matriculation examination?—I do. I have not had much experience of it, but I have sent in a fair number of pupils to it, and it seems to me to err by attempting to cover far too much ground. A number of subjects are indifferently learnt.

7501. Then, in that respect, I understand you to be of opinion that, whilst on the one hand scholarships are too much specialised, the London matriculation is too general?—Yes. I think there is no inconsistency in those two views. I would add that, especially on the linguistic side, I find the university examination is weak and poor. I know very little about science myself, but my friends tell me that the mathematical and scientific side of it is much more satisfactory and of a higher standard; but I can say, from pupils of mine who have passed, that the standard in Latin, and also in French, is extremely low.

7502. You have never examined yourself at the London University, have you?—I have only examined for the Teachers' Certificate. That is the only examination I have conducted there.

7503. Then you have no personal knowledge?—No.

7504. Have you any other remarks to make with regard to the question of this particular examination?—None.

INSPECTION.

7505. Now, I should like you to explain your views with regard to what you call "business inspection"?—By "business" inspection I mean inspection of the externals, if I may so express myself, of a school. First of all the accounts: it would be auditing the school accounts. Secondly, an inspection of the buildings and plant; and, thirdly, seeing to the numbers in a school, the staff, and such things. All this could be done by a central office.

7506. Do you think that this portion of the inspection of schools might be conducted as at present by the Charity Commission, or by some central department?—I think it might very well, either by the Charity Commission, or some central department. Probably, if such a central department as I should like to see were created, it would naturally take over that part of the work of Secondary Education now conducted by the Charity Commission.

7507. Would you keep this business inspection and the sanitary inspection distinct from the purely educational inspection?—I would

7508. Do you mean that you would prefer to have different inspectors for the purpose?—I should, especially in the case of sanitary inspectors. I think all teachers are perfectly willing that their schools should be sanitarily inspected, and I consider it the duty of the State, in the case of private as well as public schools, to see that their sanitary conditions are satisfactory. It seems to me that such an inspection had better be conducted by officers appointed by some central department. To conduct it well, you want the very best experts that you can get in the kingdom, and it would be better to have a central board, than each county council appointing its own sanitary inspector. It would be very difficult to get a sufficient number of experts if it was locally conducted.

7509. But do you not think that the difficulty and expense of having a separate set of sanitary school inspectors would be very much greater than employing the sanitary inspector, which each local authority is now bound to possess and to appoint? Every sanitary authority and every local authority is bound to have a sanitary inspector. Is there much more difficulty in inspecting the sanitary condition of a school than there is in inspecting a house, or a hospital, or any other large building?—I am afraid that as a schoolmaster I should be inclined to mistrust your local sanitary inspector, for instance, as to a question of eyesight, and desks, and that sort of thing, which is a special subject in itself.

7510. The question of light, as you say, is a very important one, and one that would not come in, perhaps, so much in the case of private dwelling houses. But are not Her Majesty's Inspectors perfectly competent to judge whether a school is properly lighted or not, and whether the children have the light coming at the right side or the left?—Yes, Her Majesty's Inspectors of schools are. I was thinking particularly as to the structure. I doubt whether you do not want more special knowledge than they possess as to the school buildings; and one knows in the case of even recently built schools, how very badly they have been built, and with what very grave defects. I doubt whether the ordinary school inspector possesses sufficient knowledge to advise the Council as to that.

7511. Such as draining questions?—Yes; drainage in particular.

7512. You do not think that the local inspector has a sufficient knowledge to enable him to judge? Do I understand that your view is that there should also be local inspection; that local bodies should also appoint inspectors for this purpose, or for what purposes?—For those purposes that are not covered by what I have already mentioned; that is to say—inspection apart from the nuisance inspection and from the sanitary inspection of the school; that is to say—inspectors to see the working of the school, and the teaching in the school.

7513. Educational inspectors?—Educational inspectors.

7514. In what way would their functions differ from those of Her Majesty's Inspectors of Schools at the present time?—They would not award grants, otherwise their functions would be almost identical.

7515. You think, then, that this inspection should be a local one rather than an Imperial one?—I think on the whole it would be better; the local bodies are quite capable of appointing good men, and then I think teachers would be less afraid of such local inspectors than of those appointed by Whitehall. There is at present—I do not say whether it is well-founded or not—an extreme dread on the part of secondary teachers

that they will be subjected to the same sort of inspection that elementary schools are subject to now.

7516. You wish to preserve the local colour in schools?—Yes; and I think that would be better preserved with local inspectors.

7517. Would you then enable the Central Authority, if such a one were formed, to send down occasional inspectors?—If there were any cause for dissatisfaction or complaint, they should be the supreme referee, and have power to send down their own inspector, who should be over the head of the local inspector. I think that is very important.

7518. Do you feel strongly with regard to the publication of the reports of these inspectors and examiners?—I think parents are now left very much in the dark as to what a child is doing. It is the exception for the reports of examiners to be published, and if those reports are unfavourable, certainly they are suppressed. I do not see any reason why the reports of these inspectors and these examiners should not be obtainable by the parents.

7519. I presume that the great public schools to which we have referred would not, in your opinion, be placed under the local but rather under the Central Authority, if at all?—It seems to me that with great boarding schools, such as Harrow or Eton, it would be absurd to place them under the Middlesex or Buckinghamshire county councils. They would naturally resent it. Except that they have a local habitation, they are not, in any sense of the word, local schools, and naturally, I think, they would be excepted.

7520. What advantage do you conceive would accrue from placing them under any central authority?—I think they want looking after quite as much as less celebrated schools. From my own recollection of Harrow, I should say certainly we very much wanted a sanitary inspector.

7521. You speak rather with regard to sanitation than to education?—Not only sanitation, but generally. I see no reason why they should be excepted.

7522. Do you think that the Central Authority should have power to suggest or enforce alterations in the curriculum and in the mode of teaching?—If you put it in that form, I should say curriculum certainly. I do not imagine that such a case would actually arise as interfering with the curriculum of a great school like Harrow, but I think that there should be the full power to do so if it were thought advisable by the Central Authority.

7523. You are aware that even the governing bodies of those schools do not interfere at all with the teaching. It falls entirely under the control of the headmaster?—Yes.

7524. Do you object to that course which has now been carried on so long?—Yes, I certainly should. I do not think it ought to be entirely in the power of one man to determine the curriculum of a great school.

7525. Do you think that men of power and position would consent to hold these appointments if they were subject to interference by a central authority or even by the governors, which would be a much narrower and nearer body?—I think there would not be a dearth of applicants for the headmastership of Eton or Harrow under any conditions.

7526. What opinion have you with regard to the relation of elementary and secondary schools? Are you personally acquainted with the system of higher grade elementary schools as existing, especially in our large northern cities?—I have never been into a higher grade elementary school, but I know something about it. I know the system on paper.

7527. Have you any remark to make, then, if you have not really seen them yourself?—Perhaps I had better omit that. If you will allow me to say so, all I meant by putting that down in my notes of evidence was this: they seem to me to overlap Secondary Education, and if secondary schools were properly organised the higher grade elementary schools would in time cease to exist; the necessity for them would be gone.

7528. You do not speak from personal knowledge?—No.

7529. Now with regard to the question of training colleges, are you in favour of separate training colleges for primary and secondary teachers?—I think at present, if not separate colleges there must be separate courses; that is to say, if you take the ordinary ex-pupil teacher who goes to the Government training colleges now, he could not follow with advantage the same course as the Oxford or Cambridge graduate. They would move at very different paces. A man who has had a training in logic and philosophy, even if he comes to the theory and practice of education as an absolute novice, would outstrip the ordinary pupil-teacher, and the professional education of the two could not be satisfactorily carried on together.

7530. You would, in fact, like to see either training colleges appointed for secondary teachers, or some mode established, if not in training colleges themselves, by which the secondary teachers can be trained?—The first by preference, undoubtedly. Training colleges, if possible, for secondary teachers.

7531. And you think that theory and practice should go hand in hand?—Yes.

DISTRICT AND CENTRAL AUTHORITIES.

7532. Have you any remarks to make on the subject of district authorities?—I feel that in this organisation of Secondary Education, the initiative certainly must be local. You must enlist the sympathies of the locality.

7533. And that you do by placing the educational power in the hands of the county councils?—Yes.

7534. Do you think that the county councils are capable of acting in this matter alone, or would you place upon the committee a number of experts?—I should not recommend the county council without such a proviso. I do not think a county council, as at present constituted, could undertake the organisation or supervision of Secondary Education; but, I believe, that by means of their technical education committees, if those committees were strengthened *ab extra*, and if they were compelled to co-opt, we will say, an equal number of experts, or, if an equal number of experts were placed on by the Central Authority—I do not much care which—with this proviso, I believe that county councils might be entrusted with the work of organising secondary schools.

7535. You are aware that many of these technical committees have external members appointed?—Yes. Now it is voluntary, but I should make that compulsory.

7536. With regard to your central educational board, do you think that the Central Authority should be a council constituted on the lines of the registration council proposed in Mr. Acland's Bill?—Without insisting upon the details, I should like some such council. Though the conclusions were arrived at independently by the College of Preceptors and the Teachers' Guild, they very nearly coincide with regard to the Council they would like to see.

7537. Would the Minister be supreme or the council, in case of any difference?—The Minister must be supreme. I see no help for it.

7538. Then it would be a Council for consultation?—It would be a consultative Council.

7539. If the Minister himself is to be supreme, would the council be of any value? Would not the Minister be able to act on his own responsibility?—I think you might take the parallel of the India Council or the Admiralty, with regard to the relations between the Minister and his Council. The Council would be a real check on the Minister.

7540. Do the views of the Teachers' Guild with regard to the appointment of a Minister of Education agree with those you have already expressed?—Since I have belonged to the Teachers' Guild, I have seen a very great change in public opinion. When, some years ago, I was

ventilating the subject of registration and, as a corollary to that measure, I insisted that we must come to a Minister of Education, I was always prepared for such a remark to be received with a general howl by teachers, however carefully I had prepared the way for it.

7541. That is not the case at present?—That is not the case at present, undoubtedly. The question has turned up lately at the council meeting of the Teachers Guild, and I have noticed that all the more thoughtful of those who have paid attention to this particular subject have come round, even if at first they had been strongly opposed to it, to the view that we must have a Minister of Education.

7542. Do you not consider that we have a Minister of Education already at the present moment for primary education?—For primary education, yes.

7543. Then I understand that you would desire that the function of the present Minister of Education should be enlarged to include the whole of Secondary Education?—Yes.

7544. You would not have him interfere with universities, I presume?—I see no reason why he should not. The universities are quite strong enough to resist even a Minister of Education. I would have him a Minister of the whole of education, Higher, Secondary, and Primary.

7545. Have you any remark to make with regard to the tenure of headmasters and assistant masters? I ask you that question, though I do not know that the subject touches us very closely?—I have merely to say that I do, as an assistant master myself, feel very strongly that the present system is wholly anomalous. It is to be found in no other country. I have great difficulty in making my German friends believe that I may have my dismissal on three months' notice.

7546. You consider that the headmasters are too autocratic at the present moment?—Yes. I should wish to see assistant masters appointed by the headmasters as probationers for two years, and that after that they should only be dismissible by governing bodies.

7547. *Ad vitam aut culpam?*—Yes.

7548. Now, with regard to salaries and pensions, what have you to say?—The only point is about arranging the incomes of masters in schools to be founded. I think in England there is very much greater disproportion between the salaries of the headmasters and assistants than in any other country. In Germany the director will be getting his 500*l.* a year and the second masters 400*l.* I need not point out what a different ratio obtains in England. Also in the schemes there should be a pension fund for assistant masters, if there is a pension fund at all, that is to say, not as in the schemes of the Charity Commission, where there is a pension fund for headmasters only.

7549. Where would you propose the money for the pension fund should come from?—From the local authority. My only point is the unfairness of pensioning headmasters as a rule and not assistant masters.

7550. The difficulty has been about the pounds, shillings, and pence, has it not?—Quite so.

7551. Therefore in proposing that, you must have some view as to where you are going to get the money from?—I do not see why it should not come out of the fee fund where there is no foundation. An excellent scheme has lately been passed with regard to the Merchant Taylors' School: 5 per cent. is subtracted from the salary and the Company give another 5 per cent., to secure an endowment policy payable at 55, the age fixed for retirement.

7552. By some arrangement of that kind the masters themselves would be contributories?—Yes.

7553. That is the case in Germany, is it not?—They are so compulsorily, and in France also.

7554. The pensions are very small, I think?—Everything is on a lower scale. They are not, I think, compared with the salaries. In Russia, for instance, they may amount to three-fourths of the salary.

7555. (*Mrs. Sidgwick.*) Referring to your memorandum, what is your view of the advantages that would follow from having summer terms at the universities?—Merely that poorer men would in that way go to the universities. I think a two years' course might possibly be made by having four terms in the year. It is not necesssary that everyone should be in residence. Professors are hardworked, and I do not want to cut down their holiday at all, but I think that if there were four terms, it might shorten the course and save expense.

7556. Would it draw men from a different class of school, do you think?—It would draw from a poorer class of men. Though our universities are much cheaper than they were, they are still very dear.

7557. And do you think the same with regard to making Greek an optional subject?—That is undoubtedly a grievance, though it may not be a great grievance. At the present moment I am teaching the Greek alphabet to a boy who is going up in October, and afterwards he will fling away his Greek books, and never look at them again.

7558. (*Dr. Fairbairn.*) You think that the proper method to proceed in examination is from the general to the special, rather than from the special to the general?—All I meant was that there should be some test that a boy has kept up his all-round studies; some way of stopping the abuse which I have pointed out of a boy for a year or so before he leaves school dropping all except one subject. That is the point I wanted to secure.

7559. But is it not the case that a considerable proportion of scholarships are given on what may be called the special rather than the general papers?—Yes; nearly all scholarships, as far as I am aware.

7560. But is not the converse also true, that is, that there is a proportion of scholarships given on general rather than special work?—Of course at Oxford a boy may get a scholarship by a very good essay and a good general information paper if he attains a fair standard in his special subject, but I think that is rather an exceptional case. I speak without very definite knowledge.

7561. Then are there not scholarships at schools—for example, the Merchant Taylors'—that may be regarded as tied scholarships to special subjects, like Hebrew?—There is one scholarship awarded specially for Hebrew. There are fair tied scholarships awarded yearly.

7562. There are a number of Merchant Taylors' scholars who come up specially in Hebrew?—Yes. We may be said almost to sweep the board in Hebrew, because we have it as a regular subject.

7563. Would scholarships of that kind come under your censure?—Yes. Generally, a boy who is not likely to get a classical scholarship, who is a failure in that line, is turned on to Hebrew, and does nothing but Hebrew, or very little but Hebrew, for his last year, so that we have a monopoly, which I consider to be a very bad thing. All tied scholarships I should like to see wholly done away with.

7564. I think you stated something as to scholarships being open at too early an age, did you not?—Yes.

7565. Would that affect school scholarships as a whole?—I was talking of such scholarships as the Eton and Winchester scholarships.

7566. Then what age would you make the age of competition?—I do not know how that can be remedied. It is a grave defect. I believe that by better examinations you could avoid a good deal of this present over-pressure with examiners who knew their work and examined *vivâ voce*, trying to test general intelligence, not special knowledge. Something might be done in that way.

7567. Do you think that a consultative Council of the kind you have indicated is really a scheme feasible in practical politics?—I think so, and

we have found that a somewhat similar council does work, and has worked, very well in France.

7568. Looking at it from the standpoint of our English custom, would you propose, as in the India Council, to pay the members?—Yes. I should think you would not get the best men without paying for them.

7569. To whom would they be responsible?—They would be responsible to the Minister, I suppose.

7570. Then, who would be the person that appointed them?—I have said that I should like to see the General Council of Education follow the lines of the proposed Registration Council. Under Mr. Acland's Bill, you see they are appointed by various bodies. The Crown appoints so many, various educational bodies have their appointments, and there are a certain number appointed by the general body of teachers, that is to say, the teachers on the register.

7571. But if the Minister had not the power of appointment, would they be properly responsible to him?—No. That is a point that I answered incautiously. They would be independent.

7572. Then, would it be in harmony with our system of government to have paid servants of the Crown independent of the Crown?—I should hardly call them paid servants of the Crown. I think you might look upon them as, we will say, the directors of a company. I should not award them any magnificent salaries, but as much as would pay them for the time they were necessarily employed, merely enough to enable the best ex-schoolmasters to do such work.

7573. But, still if they are not paid by the Crown, by whom are they paid?—They would be paid by the Crown, certainly.

7574. Then they are dependent on it?—Yes, if you like to put it so. I quite see the force of your objection.

7575. (*Mr. Cockburn.*) With regard to the district authority, are you wedded to the idea that it should be composed of two equal parts, the one elective, and the other co-optative?—I do not attach anything special to the equal parts, but I would say that there should be necessarily on every council a substantial proportion of experts.

7576. You would quite see the necessity in legislation of allowing the elective proportion to exceed the other proportion, because of their being the rating authority. You would not have the ratepayers agreeing to a spending body having a majority of those over whom they had no control?—Of course though this education committee of the county council would be composed, half of county councillors, and half of experts, yet it would be under the county council. They would only have a certain amount of delegated power. The county council would still be supreme.

7577. The county council would still be the supreme authority?—Yes, but I should like to see large delegated powers. I think they should be virtually given a free hand, but they would be checked by the county council.

7578. (*Mr. Yoxall.*) Although you are opposed to tied scholarships that are close to one subject, I suppose it does not necessarily follow that you are opposed to scholarships that are close to one school or one set of schools?—My objection was to scholarships tied at both ends. As to scholarships for passing from the elementary to higher schools, the plan I should like to see pursued would be a certain number of scholarships allocated to each school to be given by the headmaster of the school, so as to avoid these evils that I have dwelt upon with regard to the Eton and Winchester scholarships.

7579. You prefer that the inspectors of secondary schools should be appointed by the local authority for Secondary Education rather than by the State?—Yes.

7580. It is within your knowledge that the local authorities for primary education, when appointing inspectors, have invariably appointed practical men?—Yes.

7581. And that the State have not appointed practical men?—Yes.

7582. For that reason you would prefer appointment by the local authority?—Yes.

7583. I suppose you would regard a committee of the county council rather as an expedient than as an ideal local authority for Secondary Education?—Certainly. I approve it merely because of the inconvenience of creating a new organisation with regard to the money part of it, the rates, and so on.

7584. Would you prefer, if one could obtain it, the establishment of a new authority for the locality which should embrace Secondary and Elementary Education within its ken?—Yes.

7585. You have in your evidence, to some extent, regarded the Vice-President of the Council of Education as the Minister of Education, but I presume the position occupied by the Vice-President now is by no means the one you would wish the Minister of Education to have?—Not at all. Of course he only has to do with one stratum. I want to see him supreme over the whole of the education of the kingdom.

7586. You know that if he is nominally, he may not be virtually, in some cases, supreme in his own department?—Yes. I remember the Duke of Richmond's saying, "I am the Minister of Education."

7587. You are aware that the Vice-President has not the advantage of the advice of educational experts?—Yes.

7588. The educational council would not necessarily depend upon the Crown for the remuneration of the services of the members of the council, if the registration council under the Registration Bill were the nucleus of such a council, or were the council itself?—It would be absurd having two councils undoubtedly. If we get this general educational council, the greater will swallow up the less, and it will be also the registration council.

7589. You assume that the registration council, as such, would have remuneration, or sources of remuneration, from the fees under the Act?—That might be a solution that would obviate the difficulty of their being paid servants of the Crown.

7590. (*Mr. Sadler.*) I understand that you do not wish the county educational committees of the future to refer all their educational schemes quarterly to the whole county council?—I should like to see as large powers delegated to them as possible. I think you must make the county council supreme. If they supply the funds, they must be the ultimate authority. But I should like to see as large a delegation of the authority to the educational committee as possible.

7591. You spoke of the ignorance which many university men show of the needs of secondary schools. Have you any plan to suggest by which we could keep universities more thoroughly acquainted with the needs of Secondary Education than is the case at present?—I think a good deal might be done on the same lines as the Washington Bureau. I have a great belief in the usefulness of the leaflets, and also in the admirable annual report which Mr. Harris, the Commissioner of Education, issues. He gives information which it is impossible to get in England with regard to schools of a particular class, as to curricula, &c. For instance, the Report of the Committee of Ten must have come under your notice more than once. We have, as far as I am aware, nothing like that done publicly in England.

7592. And the publication of such a report, you think, would really exert desirable pressure upon the universities to amend where necessary?—It might have such an effect. I should look to meetings such as have

taken place at Oxford. I should put much more trust in meetings of that sort, or like the conference on Secondary Education.

7593. Do I understand that you would wish to forbid the universities to receive any students who fail to pass your higher leaving examinations that you describe?—No; I want as much diversity as I can. Certain colleges of course have their own examination. I should like to see the higher leaving examination accepted in lieu of the university entrance examination; but there might be an alternative university examination. I should leave it entirely free to the university as to what examination of its own it liked to hold.

7594. Do you think we should require a State subsidy for Secondary Education in England as well as the present grants from the county councils?—I am inclined to think so in some form or other. On the lines of the Welsh Intermediate Education Act, if you get the local rate in addition to the beer money that might make a beginning; but I should look forward hopefully to seeing what has happened with regard to primary education beginning with our grant of 20,000*l.*, and going on to millions.

7595. Do you look forward to Secondary Education being made free?—Yes.*

7596. Have you considered what should be the proper form of provision of Secondary Education for rural districts. I think you have spoken chiefly with reference to towns?—With rural districts I think that tapping the primary schools by providing these Bursary scholarships is the only way in which that enormous problem can be tackled. But of course it is impossible even every 10 miles to place a secondary school within the reach of boys. All you can do is to get hold of the more promising boys, and draft them to larger centres.

7597. Something, I suppose, might be done by putting a secondary top to the primary school, if you have a first-rate teacher?—Yes, as in Scotland; a great deal has been done there.

7598. Therefore you would welcome anything which brought the teachers or the future teachers in primary schools into close relationship with university training?—Yes; that is my only objection to these higher grade elementary schools. As a rule the present primary teachers have not got the culture themselves to carry on satisfactorily what is virtually Secondary Education, especially on the literary side.

7599. But having the plan in your mind, you would desire to do nothing to separate the staff of primary from secondary teachers?—I want them to belong to one profession, and to be identified with one another.

7600. (*Dr. Fairbairn.*) May I ask, in connexion with this, if Mr. Storr knows the proportion of graduates who have taught in certain of the higher grade schools?

7601. (*Sir Henry Roscoe.*) Mr. Storr told us he had never seen a higher grade school.

7602. (*Dr. Fairbairn.*) He has just expressed an opinion which I should like to have qualified?—Without speaking disrespectfully at all of London degrees, I will say they have been mainly London men, and therefore have not had that culture which comes from residence at a university. That was rather my point.

7603. In short your point is not that they have not been university men, but that they have not come from the Universities of Oxford and Cambridge?—That they have not generally at present the literary culture that secondary teachers have.

7604. (*Dr. Fairbairn.*) I wanted to get out this simple fact that, in the Higher Grade School of Leeds, as many as seven of the teachers at one time have been university men.

* That is to say, I do look forward to a provision of free public secondary schools, up to the stage now reached by the higher grade elementary schools, as a measure of practical politics; and, in theory, I see no objection to a further extension of free education, as in the United States, but I do not look forward to this as realisable in this generation.—F. S.

7605. (*Dr. Wormell.*) You are aware probably that the Chamber of Commerce in advocating commercial education have declared that the ordinary university certificates in modern languages have no practical value?—Yes.

7606. Do you think the system of oral examination at the universities and at local examinations would do away with that complaint?—Yes, I think it would.

7607. With regard to the matter of the public preparatory schools, you know that St. Paul's, for instance, has so pitched its entrance examination that it is impossible for boys to obtain foundation scholarships there unless they are subjected to preparatory training?—Yes.

7608. If a boy in a lower school shows distinct literary capacity St. Paul's School is at present out of his reach?—Yes.

7609. To get over the difficulty it has been suggested that there should be a public preparatory school, which would lift such a boy into a condition to compete. Is that what you understood?—That is what I understood, and I was against such a public preparatory school.

7610. What way would you suggest as the remedy for that difficulty?—Modify the curriculum of schools like St. Paul's.

7611. And altering their entrance examination?—Yes, altering compulsorily their entrance examination.

7612. You say you would have examiners appointed by the provincial body?—No, I said inspectors.

7613. Not examiners?—No. I want to leave the examiners very much as they are now, and to give each school free choice.

7614. Under your plan then, there would be no fear of the charge of their branding their own herrings?—No.

7615. (*Mr. Lyttelton.*) In the matter of separate examiners appointed by the governors, have you had any complaints of that system working badly?—Do you mean examiners sent down to examine and generally look over the school?

7616. Yes?—No.

7617. With regard to the question of compulsory Greek, have you any evidence of a large number of students who have been debarred from going to the universities by the existence of compulsory Greek?—I have not. I look upon it, if I may use the word, simply as a nuisance. Your able boy manages it, but he is diverted from his proper studies, and the Greek imposed does him absolutely no good.

7618. There is, as you know, another class of objection raised to compulsory Greek, referring to the effect upon the curriculum in schools which prepare for the universities—that is, the curriculum for the ordinary boys, not scholars. Is it your opinion that that effect is a good one?—I think it is very bad that the ordinary scholar—that is, the boy who is going into business, we will say at the age of 16—should touch a Greek book.

7619. If he is made to learn Greek before 16, that would not be the effect of the university compulsion, would it?—Partly; because the universities set the standards for all schools. The headmaster is judged by the number of scholarships he gets and by what his boys do at the universities. No one knows how the boys that go into business do; they are unknown quantities. Therefore, it is the temptation of headmasters always to direct their whole attention to boys who are going to the universities, and to arrange their curricula solely for those boys.

7620. In the matter of entrance scholarships, what would be your opinion of a reform of this kind, that scholarships should be given of money value equal to the tuition we will say, and supplemented by private arrangement in special cases?—I think it was Mr. Bolland who proposed that, and I think it is a very reasonable solution indeed; that it should be

left to the headmaster to make such private inquiry, and, as you say, to assist those who are in necessitous circumstances.

7621. Do you think any good would result from the names of successful scholars not being published?—I should like to see it. Then there would be a little less of this "Pall Mall Gazette" competition, and all that that indicates. I would do anything to put a stop to that.

7622. Now, a question with regard to the sanitary inspection by the State. You know, no doubt, that in the larger schools the governing bodies undertake that inspection by having a report from a competent man submitted to them every year?—Is that so in many schools?

7623. Yes. Should you be afraid at all that if the State undertook this duty it would in any way curtail the powers and prerogatives of governing bodies?—Of course, there would be no reason why they should not have their own inspection. I should doubt these experts being altogether qualified to inspect schools. It is a special branch.

7624. (*Mr. Hobhouse.*) You have had some personal experience, I think, of examinations of schools by the university boards and by the College of Preceptors?—Yes.

7625. Could you tell us shortly how the two systems of examination compare?—They touch very different fields. I can compare the university local examinations with the College of Preceptors, but the other two touch at very few points.

7626. Do the College of Preceptors examine schools as a whole?—No, never, I believe.

7627. In practice do the university boards examine any schools or many schools excepting first-grade schools?—Not often, I think. I have been sent by the university board on one or two occasions to examine and inspect middle-class schools, but I believe that that is quite exceptional. Not many submit themselves.

7628. The fee is rather high, is it not, for the finances of many of the middle-class schools?—Yes.

7629. Do you think there is room for more than one system of examination in schools?—I want to see diversity. I should certainly not wish to see any of the existing examining bodies suppressed, but rather added to. I should imagine that there would be another alternative. This educational council would have examinations of its own, which schools might take as a third alternative to the College of Preceptors or the universities or the joint board.

7630. You would prefer to increase the number of systems rather than to diminish them?—Yes.

7631. You have suggested that the great public schools should be under a central authority. How would you define the great public schools?—Those schools which mainly draw their pupils from all parts of the kingdom. That would be a satisfactory definition. Of course there would be doubtful cases. In the case of such a school, for instance, as King's School, Canterbury, whether that is purely local or not, it might be difficult to define, but the broad line would be whether they draw their pupils from the immediate locality or indifferently from all over the kingdom.

7632. Would you include St. Paul's School; would you call that a great public school?—No, because that is almost entirely a day school. No, that would not be a great public school in the sense I intend.

7633. You would draw the line, broadly speaking, between boarding schools and day schools?—Yes.

7634. Some of the boarding schools are really very small institutions. Some of the old endowed grammar schools, for instance, have very few boys, though they may come from different parts of the kingdom?—It would be very difficult, but I do not think it is impossible, to make a

schedule of schools which have claims to be put under the central board and to be exempt from the local authority.

7635. You think it could only be done by making a list of schools and not on general principles?—No.

7636. (*Mr. Jebb.*) With regard to specialising in college scholarships, I think you are of opinion that in most cases a college scholarship must be given for excellence in some one subject?—Yes.

7637. You desire to have some means of testing a boy's proficiency in other subjects?—My answer was impromptu, and I am not at all sure that I suggested the best means of doing that; but my object is to prevent a boy dropping all subjects but one for the last year of his school course.

7638. I wish to get a rather clearer idea as to how that would work. For instance, supposing that in an examination for a scholarship at an Oxford or Cambridge college there were six examination papers, and suppose one of those was a paper on English history, with questions on English literature, another a paper on modern languages, and the remaining four papers, we will suppose, on the special subject, say classics?—That is the principle I should like to see.

7639. Then with regard to the poverty test of which you spoke; do you think that the only method which I think you specifically mentioned, namely, private inquiry by the headmaster, would be easily worked or would probably be satisfactory in result?—I think the best cure would be a general raising of public morality. I should hope to see before very long that it would be thought a monstrous abuse, involving a social stigma, for a man with an income above 5,000*l.* a year to let his boy take such a scholarship. Such a stigma does not attach at present. Suppose that only the fees were paid; that is, that a Winchester scholarship should be worth, say, 25*l.* a year, and then let application be made for any increase on that, on the ground that the boy could not otherwise enter the school. In fact, I think, there should be something like bursarships.

7640. I suppose it is the case that comparatively rich parents sometimes avail themselves of the scholarships now because they regard the scholarship rather as a recognition of the boy's ability than from the monetary point of view?—It is perfectly true, I ought to say, that some who seem to be holding scholarships practically do not. In some way or other they do return the money.

7641. With regard to the training of primary and secondary teachers, I think you emphasised the words "at present"; that is to say, you regard it as desirable that ultimately there should be at least some provision for primary and secondary teachers being trained together?—Undoubtedly. I look forward to the day when it will be the rule, instead of the exception, for a primary teacher to have a university degree.

7642. With regard to the powers of the Central Authority over the great public schools, should you contemplate the Central Authority having the power, in what would be doubtless a rare case, to interfere with the curriculum of such a school as Eton or Harrow? Suppose, for instance, it was thought that certain subjects were not adequately represented in the school, would you give such an Authority power to write to the headmaster and say,: "You must give more time to this subject"?—I think so. It is virtually done in another way at present. That is, in the schemes of schools which are drafted by the Charity Commissioners certain subjects are prescribed, and this Council would only be doing what in the case of those schools is done by the Charity Commissioners, only there would be this difference—that at present the Charity Commissioners virtually do not know whether these schemes are carried out, and in the other case there would be a check by reason of the Educational Council's being able to send inspectors.

THE REGISTRATION OF TEACHERS.

7643. (*Chairman to Mr. Garrod.*) What action has the Teachers' Guild taken upon the registration of teachers since the sitting of the House of Commons Select Committee upon the subject?—After the report of that

Select Committee, we had a joint sitting with the executive, or the representatives of the executive, of the National Union of Teachers, in fact, it was a second joint sitting that we had with them, and we agreed with them and the Education Institute of Scotland to bring in, in the Session of 1892, our Bill again. In the second draft we inserted clauses providing that after three years from the passing of the Act endowed, rate-aided, and State-aided school teachers should have to be registered, and that after 10 years all teachers in schools should be registered. That was not in the first Bill. Then, in the year 1893, Mr. Acland being in the Cabinet, Mr. Murray Macdonald re-introduced the Bill, and the different societies represented had to make arrangements to avoid any collision with the Education Department, and certain clauses in the Bill had to be modified so as to meet that difficulty. The Bill has been again re-introduced by Mr. Murray Macdonald, with four or five other names on it this session, without alteration, and it is now before the House.

7644. Have you any observations to make upon the report of the House of Commons Select Committee?—We have the observation to make that we think the Committee were in favour of making a general register, whereas other bodies think they were not so. There is a difference of interpretation as to what the Select Committee meant. We consider that it is undoubted that by a majority of one the Select Committee was in favour of making one general register, which is our great point.

7645. That is what you desire?—That is what we desire, and what we maintain has been reported.

7646. Have you anything further to add to what was said on behalf of the Teachers' Guild, in their evidence before the Select Committee, with regard to the desirability of that solution of the question?—Yes. An idea has struck me since that if we have a sectional register for secondary school teachers besides the other, there will be this great risk: that we shall postpone indefinitely the full and efficient training of secondary school teachers. With the two registers there will be a tendency to delay the real training, and we may substitute, on the ground that the culture is higher, an inferior and less drastic way of getting a knowledge of method. I think it would delay very much the development of training colleges for secondary schools, and we should probably go on for many years with a *pis aller* in the way of a testimonial from headmasters, that So-and-So has taught in his school, and is efficient.

7647. You suppose that if there is one register, one condition of training would be imposed on all teachers alike, and an exception with regard to secondary school teachers would be less likely to be made. Is that your view?—The view of my council is, that seeing the very large number of teachers trained, the public would begin to think that they were superior to the others, and once the public got that notion, I think even the masters in our great public schools would not feel their present strong objections to training in what is considered the proper way.

7648. Do you see any objection?—I think the staff of our great public schools would have a great objection to training with criticism lessons, and a minimum of a year's course in a training college.

7649. But that is rather assuming, is it not, that the training of teachers, or rather the instruction of teachers in the science and art of education can only be given in a training college?—The Council of the Guild think that that is the best way, and that it ought to be established for all teachers as soon as possible.

7650. Have the Council of the Guild given that in their evidence before the House of Commons Committee?—I think Professor Laurie and Mr. Storr and Mr. Bowen, who represented us, strongly insisted upon that. Professor Laurie undoubtedly did.

7651. (*To Mr. Storr.*) Have you any remark to offer upon this point?—There is one point bearing out what Mr. Garrod has said. I consider that at present any system of apprenticeship in public schools would be

certainly ineffective training. I believe I have heard that some such system has been contemplated and actually carried out in the case of Winchester, that is to say, the headmaster had one or two apprentice teachers. I am talking now of an ordinary public school. An ordinary public school has no one on the staff who can teach the theory of teaching, and certainly no provision for carrying on what I insist upon, that is, the theory and practice *pari passu*. To turn a young man loose as an odd hand on the staff, letting him go about and pick up what he can, and then possibly afterwards pass the Teachers' Training Syndicate at Cambridge, is not, in my idea, training.

7652. Would it be compatible with your views, and with those of the Guild, that the intending teacher should in the first instance receive instruction in the science and theory of education by lectures at the university, and then that he should undergo a longer or shorter course (it might perhaps be short) of practical work in school teaching?—That would be a *pis aller*. The perfect system of course is, that the two should be carried on simultaneously, that as the man or woman is learning principles he or she should also be seeing them applied.

7653. Have you any further observations to offer upon the question of registration in addition to what was stated before the House of Commons Committee?—None, save that the more I have thought of it, the more I am in favour of one general register. The differences will be best shown by the entry against each name. I can see no possible objection to putting all teachers on the register, and I see great difficulty directly you begin to try to classify them.

7654. And do you adhere to the view that the register should in the first instance be open to every school teacher without the exaction of any test?—On the ground that if a teacher has no qualifications, no degree, or anything of that kind, he will appear *in puris naturalibus*. The very fact of his standing on the register with nothing higher than a third-class College of Preceptors' certificate, or some trumpery degree of that sort, will be itself condemnatory. There you will have stated against each teacher exactly what he has done, what examinations he has passed, and what his qualifications are.

7655. (*To Mr. Garrod.*) Do you think that private teachers and governesses ought also to be included in the registration?—That is the view of the Guild, and we provided for it in our first Bill, at a date to be fixed. They wanted it very much themselves at the time, a great many of them.

7656. And you adhere to that view?—Yes, on the ground that it is as much to the interest of the State that their pupils should be well taught as the others in the schools.

7657. Your idea is that the minimum time for training is one year?—Yes.

7658. Do you think that these colleges that you desire can be established so as to be self-supporting?—The Council of the Guild do not think so. Personally I am rather inclined to think they could.

7659. What is the view of the council?—They think that some aid would be required. They simply instructed me to say that some further aid would be required to enable them to hold their own besides any present fund there is available.

7660. Where do they propose that the State aid should come from?—They have not instructed me to say anything on that subject. I have not heard that proposed.

7661. Have you any observations to give us on behalf of the Teachers' Guild with regard to private schools?—The Guild are very anxious that all schools of whatever class, public or private, should be maintained which either are efficient or can bring themselves up to the necessary level of efficiency. They therefore would propose that the register of efficient

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schools should include them if they apply to be put upon it, and satisfy a test which would seem fit to the Educational Council.

7662. Now you are speaking of a register of schools?—Yes.

7663. You are thinking of a register of schools as distinct from a register of teachers?—Yes.

7664. On what condition would the Guild desire to see the school admitted to the register of schools?—Roughly upon this: that the head-teacher should be a registered teacher; that there should be an adequate number on the staff in proportion to the number of pupils; that there should be a certain proportion of the staff registered teachers, and only a minimum of probationers; and generally that they should submit themselves to an external examination of some kind annually so as to maintain their position on such a register; and then that they should have the same advantages as other schools.

7665. By the same advantages you intend to convey what?—That such scholarships as are given by county councils should be held in those schools, and that they should be able to put upon their prospectus "registered as an efficient school," which would enable them to hold their own in competition with other schools in the market.

7666. But in the first instance the mere requirement that the head-master should be registered would not in fact mean much?—No, not at first.

7667. You think, however, that it would be better to take that step than to postpone the commencement of registration for a certain time so as to enable the educational profession to adjust itself to a system of registration?—I think in a very few years a great many of those who get on the register simply as acting teachers at the time when the Act is passed would like to get some qualification against their names, and I do not think it would take more than 25 years to get a thoroughly good register of qualified teachers.

7668. Do you propose that the expense of having examiners should be borne by the private schools that called for them?—Yes, I think that is the view of my council.

7669. Have your council any views to express as to the amount of regard that should be had to the existence of private schools or proprietary schools where a local authority is considering the question of establishing a public school?—If I might be allowed to read a small passage from a resolution of the council they are very strongly against the setting up of schools aided by county rates or anything of that sort in districts where there are good private schools, without an account being taken of the accommodation supplied by such schools. The resolution is as follows: "That this council is of opinion that no Bill dealing with the organisation "of Secondary Education will be satisfactory which does not provide for "some central authority appointed for a certain term of years, in order to "(1) superintend or revise schemes of local authorities, and (2) to prevent "the initiation of factious or sectarian competition with existing institu-"tions." That was explained by the council as covering that case to prevent people on the local authority who had a strong feeling against private schools from ignoring the existing ones when they were considering the question of school supply.

7670. What test do you think could be applied to determine the efficiency of existing private schools to which regard is to be had?—That they should have on their staff the proper proportion of qualified teachers.

7671. You mean registered teachers?—Yes, who would be qualified in course of time. Then that their school premises should be adequate; that the sanitary inspection should be passed; that their curriculum should be such as would be approved by the Educational Council; that they should satisfy similar examinations to those which other schools of an endowed or proprietary character in the neighbourhood, which profess to give the same sort of education, satisfied.

7672. You mean that a local authority, in considering whether to establish a public secondary school in any district, should not only have regard to the number of the private schools and the accommodation they provide, but also should require them to give these evidences of efficiency before it had regard to them in determining not to establish a public secondary school in competition?—Yes, that is our view.

7673. And if the schools did not choose to submit to this test, no regard should be had by the local authority?—That is the view, as I understand.

7674. Would the question of the fees charged in these private schools be an element of consideration?—I have no instructions on that point, but I suppose it would have to be.

7675. I mean supposing the private schools charged higher fees than those the bulk of the pupils in secondary schools could pay, would that be an element in the matter?—I suppose it would be; but I do not think that my council have thought that out.

7676. (*To Mr. Storr.*) Have you any observation to make upon that?—I think it is obvious that a very expensive school does not satisfy the needs of the district.

7677. Then, on the other hand, with regard to private schools charging very low fees, you would feel that the question of fees need hardly be raised, because you would proceed on the question of efficiency, and you would say that at very low fees it is improbable that efficient education would be given?—Quite so.

7678. (*Mr. Llewellyn Smith to Mr. Garrod.*) With regard to making scholarships tenable at private schools, did I understand that you would make it compulsory to allow the scholarships to be held at all registered schools or only empower them?—I would make them compulsory, I think.

7679. Some schools would be registered for a good many years under this plan in which the guarantees of efficient teaching would not be very stringent?—That would apply also to public schools.

7680. I am not distinguishing between private and public schools particularly. At present a local authority has the power, as I understand it, to make a schedule of schools which it considers suitable schools at which scholarships are to be held. Do I understand that you are to take away that power of selection, and say, "No, in future they shall be held "at all registered schools"?—I should have laid down for them certain conditions which are to be enforced, and say that they should not have the power to withhold them from certain classes of schools if they satisfy the test of efficiency.

7681. If they satisfy these conditions?—I think that is a case where the Central Authority should control the independent action of the local authorities, and should have the last word.

7682. For example, if the fees are high. I will put the question in another way. If some condition of fees were attached to registration, would you refuse to register a school which had high fees?—No, I think we should not refuse to register.

7683. I will not press you upon this point, because there might be a difficulty in making scholarships tenable at all schools?—Yes.

7684. (*Mr. Hobhouse.*) I understand that the Teachers' Registration Bill, introduced last year and this year by Mr. Murray Macdonald, represents the matured views of your Guild?—Certainly.

7685. It differs in certain respects from the other Bill introduced by Sir Richard Temple?—Yes.

7686. The vital difference, I understand, being that the other Bill, which is promoted by the College of Preceptors, I believe, proposes to form a separate register for secondary teachers?—That is an important difference.

7687. But on other points there is no vital difference between your two associations?—Except that we do not think the registration council proposed is a sufficiently popular body.

7688. Those are the two important differences between you?—The main ones.

7689. Have you taken any steps to come to terms?—We approached the College of Preceptors a year or two ago and invited them to call a conference, as the senior body of all, for the purpose of trying to get a general view on this matter. They declined on this matter to hold such a conference on grounds which were given at the time.

7690. At the present moment you do not see that any further agreement can be arrived at?—It seems to me that the College of Preceptors is so strongly desirous of having a separate register for secondary teachers that we cannot get any nearer.

7691. And you recognise the fact that it is difficult to proceed further in this matter without some agreement between the representatives of the teaching profession?—We have the entire concurrence of the National Union of Teachers, the Educational Institute of Scotland, and the Irish National Teachers' Organisation. I have never yet met a teacher in a primary school, who had thought of it at all, who did not want to have a comprehensive register.

7692. But on the other hand, the teachers of the secondary schools are opposed to being put on the same register as the teachers of the elementary schools, rightly or wrongly?—Yes, many of them are.

7693. (*Mr. Lyttelton.*) You would say, would you not, that the opinion of the Guild is in favour of State control, with a view to securing efficiency in secondary schools?—Certainly.

7694. But at the same time, to provide strong guarantees that the schools should be free to develop on their own lines?—Yes, to take care that they are well staffed and appointed, and then give the utmost possible freedom.

7695. Freedom, that is, in trying experiments in educational methods and such like?—Yes, and in arranging their own curriculum.

7696. Should you say that the opinion of the Guild was in favour, as Mr. Storr said, of non-local schools being put under a central authority, and not under a provincial authority?—I should say so.

7697. Have you any opinion as to the desirability of maintaining the higher grade board schools?—The council of the Guild are against the development of any more than there are at present. My opinion may not be worth much, but personally I think they ought to be maintained and developed.

7698. Have you any first-hand knowledge of higher grade board schools?—Only a very cursory knowledge. I have been in them, but have not any real knowledge of them. I understand the needs to meet which they exist.

7699. Well, with regard to the Education Department; you would look forward ultimately to there being a devolution of power from the Educational Department to the provincial bodies?—Yes. I should look to all education being put under the same authorities, district or central.

7700. (*Dr. Wormell.*) In the register that you are thinking of for all grades of teachers, would you put the registration in the place of the certification as regards elementary schools?—At first we should admit, as a matter of course, the certificate of the Education Department as one of the qualifications for being on the register.

7701. But, on the other hand, do you wish to keep certification for elementary teachers with its monopoly as at the present time, and registration for secondary teachers, including the others, as applicable to secondary schools only?—We want to have the same for secondary and primary schools eventually.

7702. Then you wish to do away with the certificate?—Eventually, and as soon as possible.

7703. (*Mr. Sadler.*) Do you propose to put university teachers on your comprehensive register?—We wanted to, but we were strongly advised by Mr. Acland to make a special clause in our Bill excluding them, simply on the ground of policy.

7704. But on grounds of theory, now would you prefer to have them there?—On grounds of theory, yes. I think from personal experience they want to be taught how to teach as much as others.

7705. It is said in the Schools' Inquiry Commission Report that private schools have rendered great service to Secondary Education in England by acting as pioneers in methods of instruction. Could you tell us whether, since the appearance of that report, private schools in England have made any marked contribution to the efficiency of Secondary Education in England?—I have no knowledge at the moment of their having done so. They may have, but I am not aware of it.

7706. I was asking really for a concrete illustration, if possible. For example, have they led the way in Kindergarten methods?—I could not say of my own knowledge whether they have.

7707. Or in protecting their pupils from the evils of excessive examination?—I could not say.

7708. (*To Mr. Storr.*) Could you give any illustration of the services which private schools have rendered to educational practice in England?—Undoubtedly in showing us the Kindergarten work. I think Kindergartens are, in the main, either private schools themselves or attached to private schools. They have rendered very important service in that way. It is through private teachers that those methods have really become known to English subjects, and have percolated gradually into our elementary schools and to a smaller extent even into the higher schools.

7709. In other words, during the last 20 years the most revolutionary change in the English system of education has entered the national system of education through the channel of private schools?—Yes.

7710. (*Mr. Yoxall to Mr. Storr.*) And the same remark would apply to the Sloyd system?—Yes.

7711. Mr. Hobhouse has asked you whether there may not be some difficulty in going any further with the question of teachers' registration so long as there is a certain body of teachers opposed to the plan you advocate. I understand that the plan of the Guild is approved by nearly all the associations of teachers in the three kingdoms?—I understand so.

7712. It is approved by the Educational Institute of Scotland, a comprehensive body containing teachers of all classes in Scotland?—Yes.

7713. It is approved by the Irish National Teachers' Organisation?—Yes.

7714. And by the National Union of Teachers?—Yes.

7715. It is approved by associations of teachers to the number of 35,000 in the United Kingdom?—Yes.

7716. But it is not approved by the College of Preceptors, which I think is a body of about 3,000 strong?—I do not know the numbers. I do not think they are so many as that. They are about 1,100, I think.

7717. (*Mr. Yoxall.*) Allowing for licentiates and everything else, I think the number is something like 3,000.

7718. So that we may take it that there are 35,000 teachers for your plan of registration and 2,500 against it?—That is so, I think.

The witnesses withdrew.

J. Easterbrook, Esq., recalled and further examined.

7719. (*Chairman.*) Can you give us any estimate of the prime cost of supplying education in what are called the second and first grade schools respectively?—I would rather keep to those I know most about, if you do not mind. I mean the second grade schools especially.

Cost of Education in "Second Grade" Schools.

7720. By all means. Will you give us an estimate of the fees required to be charged or the amount of endowment required to be present in order to secure the efficiency of a second grade school?—We find that in a second grade school the state of the case is generally as follows. The Charity Commission has been required to form a school, we will say, and they have found money enough belonging to the foundation for the buildings, and then settled the fees at between 4*l.* and 8*l.*; then the governors have frequently fixed the fee at 6*l.* or 4*l.* to 6*l.*, then, the endowment left is frequently not more than about 1*l.* or 1*l.* 10*s.* a head, so it comes about that the school has to do the best it can on that amount. We have gathered particulars with regard to the cost of education in different places; for example, from Mr. Llewellyn Smith's report, for London.

7721. You mean the County Council report?—Yes. In 21 boys' schools it is 10*l.* 17*s.* 10*d.*; the cost in Birmingham was 10*l.* 10*s.* 0*d.* In some places in the country it is a little less. Then it is known that assistant masters especially are very badly paid. Taking everything into consideration, we think that a school of the ordinary size should not be set going unless it be clear to the provincial authority that 12*l.* a head will be forthcoming.

7722. By "ordinary size" I think you mean a school of between 100 and 300 pupils?—I refer more particularly to the latter number. I think that when we get below 100 it is more than 12*l.* a year. Then there are many cases of there being as few as 40 pupils in a school, and in these cases the cost would be higher still. There are some extreme cases of little schools near together in sparsely populated districts, where it is simply impossible to do efficient work with the funds available.

7723. You are now, of course, regarding the income of a school as derived entirely from fees and from endowments?—Yes. I am talking of 12*l.* to cover the whole. I could give you an example of a typical school, which is neither at one extreme nor the other.

7724. I will first ask you this question. You are not computing there what the school may happen to obtain either from science and art grant or from some other grant?—I am taking that it requires 12*l.* a head from some source or another. If the school has as many as 500 or 600 pupils the cost might be somewhat less per head.

7725. And your view is that, having regard to the fees and endowments, the amount allotted by scheme is apt to be too small to secure efficiency?—The scheme has to allot according to the amount of money the foundation possesses.

7726. I mean it is made upon a basis which leaves a good deal less than 12*l.* a head?—Of course the Charity Commission scheme can only deal with the money the foundation possesses. It cannot always raise the fees to make up for the poverty of the endowment.

7727. That is to say, it is obliged to have regard to the character of the population in the neighbourhood in fixing the scale of fees?—Yes.

7728. Now will you proceed with your illustration?—This illustration I am going to give would be a school with about 130 to 150 pupils in it. The scheme says the fees are to be from 4*l.* to 8*l.*; the governors fix them at 4*l.* 10*s.* to 6*l.*; the endowment comes to about 1*l.* 7*s.* a head; so that the income altogether is about 7*l.* a head. The expenses are always a good deal more than that. They are bound to be more than that, and the school gets into debt unless it manages to make up a little more income from science and art grants and a little from county council grants; but

even then it is in debt, and it is what would be called a fairly successful school, too.

7729. That depends, of course, upon the quality of the education which it endeavours to supply. If it lowers its educational standard, or rather, if it lowers its view of the kind of education it ought to give, it could give a simpler and humbler kind of education at a lower charge?—But this school I am mentioning is the important school in the town, and it could not possibly do much by giving a lower kind of education than it is giving.

7730. It is a school, I suppose, that is teaching classics?—No. It would teach Latin, but it would not be called a classical school in any way. I should call it a modern school. For example, it has just built a laboratory.

7731. It is not teaching Greek?—No, not at all.

7732. That would make a certain amount of difference in the salaries paid to the assistant masters. Taking the world as it goes, I suppose you generally have to pay a little higher for those who come with university degrees and are engaged for the sake of teaching Greek?—I do not think Greek makes the great difference.

7733. What is it that makes the chief difference?—I am afraid I cannot quite say, but if a man comes with a degree he considers that he can command more.

7734. He expects more?—Yes. Then if he comes with a high honours degree of Oxford or Cambridge he expects still more.

7735. But speaking generally, can you get an equally good standard of science teaching a little more cheaply than you could get classical teaching of the same order?—No. I think if you want a good science master now you have to pay him as much as you have to pay any master. Science masters have raised their terms considerably within the last few years, and they expect good salaries.

7736. Where do the science masters you speak of chiefly come from?—Many schools have lately been appointing science masters through having been helped by county council grants. The grants have been sometimes given specially for that purpose. They generally get them with natural science degrees from Oxford or Cambridge, and many of them have been through the School of Mines.

7737. When you make science teaching an important point in the school you have a better chance of getting science and art grants or county council grants?—Yes, of course.

7738. And, therefore, so far as science is concerned, the financial difficulty is perhaps hardly so serious as it is apt to be in the case of a literary or classical school?—I believe, as a rule, the schools which are especially classical generally have richer endowments Speaking of this particular school, it had from the science and art grant last year eleven shillings a head, and from the county council grant ten shillings. Even putting that with the income from fees and endowments the expenditure was more than the income. Of course all schools of this class have to do all kinds of things to eke out their income and increase it, and sometimes they have to resort to expedients which are not of the best educational value.

7739. Of course in science schools there is to be contemplated the further expense of apparatus?—Yes.

7740. Is it within your knowledge that the provision of apparatus is sometimes inadequate for these financial reasons?—Yes, that is very general indeed. Of course the county council have been helping a great deal, and it is hoped that in London their grants will make a very great difference.

7741. Apart from the definite provision of apparatus, would you say that the chief evil arising from the inadequate income is to be found in the salaries paid to the assistant masters?—The general report from all

schools of this kind all round is that they have to economise in every direction.

7742. I rather gathered from Dr. Poole that he thought the small salaries paid to assistant masters constituted the most serious evil?—I think it is the most serious evil of all. I quite assent to that view. Then with regard to those very small schools where there are sometimes as few as 10 or 12 pupils, and 40 is practically the maximum number, many of them can ever expect to reach, it appears to me that there is only one way out of the difficulty, that is, to shut up some of those which have gone to the wall altogether and use the endowments there to help those which are left.

7743. You are speaking of the small endowed schools?—The very small endowed schools.

7744. You know that the Charity Commissioners have often wished to effect that, but that the local difficulties of making a scheme are very great?—Yes, I know that they have tried to do so in some places.

7745. You know that the local opposition is always very strong to removing a school?—One way that suggested itself to us was that the local endowments should be taken to pay boarding fees to a county school or a school within a reasonable distance, and by that means perhaps local opposition would be lessened.

7746. You mean that a number of these small endowments might be rolled together and given to a school in a central position, with a provision for the admission of boys free or at reduced rates from the place where the school originally was?—Yes.

7747. Do you not think local opposition would be very great even then to the removal of the school?—It would in some cases, I am afraid. I have in my own mind a case where within a radius of five miles there are four schools. The largest of those has only 40 pupils, another has 25, another about 10, and they are gradually decreasing, and another about 20.

7748. May it not be that in some of these cases the school curriculum is a little too old-fashioned, and that the school therefore does not gather as many pupils as it might?—I am afraid those places are not sufficiently thickly populated to keep up the schools.

7749. (*Dean of Manchester.*) Are they town or country?—Country.

7750. (*Chairman.*) You are speaking of country districts?—Yes, one place has a population of 7,000.

7751. That is a small town?—Yes, but the other three are smaller places.

7752. Would you on behalf of the association propose to suggest that this financial difficulty should be met by empowering local authorities to impose a rate?—I rather look on the rate as the last resort. I should take endowment, fees, and everything else into account first. I am afraid it would have to come to a rate in some places.

7753. Do you think that the enlargement of powers of county councils to make their grants for Secondary Education generally would have any effect?—I think so, certainly.

7754. Have you reason to suppose that they would be inclined to give the money a little more liberally to the support of education?—I think so, so far as my experience goes, if the restrictions were taken away.

PREPARATORY SCHOOLS.

7755. What can you tell us with regard to the existing provision of preparatory schools?—I should like to say a few words about those. The secondary schools—those called second grade schools—are fed from two main sources, and it is a great mistake to suppose that any of those schools are altogether fed from public elementary schools. There is a very important part of the work being done by private preparatory schools under ladies. I am of opinion that these schools taught by

women will always hold their place. They require registration both with regard to teachers and rooms in order that they should be guaranteed to be efficient in every way.

7756. They are schools at which I suppose the children stay from 7 or 8 to 10 or 11?—From 5 or 6 to 9 or 10, I should rather say; and there are many parents who really prefer not to send their little boys to elementary schools.

7757. These preparatory schools are mostly small, you say?—They are mostly small, and unfortunately frequently held in very small rooms. But I am strongly of opinion that ladies are the proper people to teach these little boys. Another alternative carried out in some places is to put them in a preparatory division in connexion with the second grade schools, this part being taught by women instead of men.

7758. What do you say on the whole are the comparative advantages of these two methods: having the preparatory department attached to secondary schools, or trusting to the preparatory school kept by private persons?—I think both methods might be allowed to go on.

7759. If you think the present preparatory school so very unsatisfactory it would be an argument for the other method?—I do not wish to put it quite so strongly. If only the efficient ones could be recognised by being registered, it would do a great deal of good. I am frequently asked in London to recommend preparatory schools in certain neighbourhoods.

7760. You think that the provision of registration would itself raise the level of these schools?—Yes, I think so.

7761. With regard to pupils who go to secondary schools from public elementary schools, at what age do you find they go?—Unfortunately many of them remain in elementary schools until they have gone through the standards, and we get them to come up to our schools at either 13 or 14 years of age with the intention of finishing at a secondary school. Some schools have instances of their coming and remaining only six months. It is almost impossible to do any good to them even if they stayed 12 months, when they have remained at the elementary schools so long.

7762. Then your view is that if they intend to take Secondary Education at all, they should quit the elementary school earlier?—Those boys who are intended ultimately to go through the secondary school course I should like to see coming to that school after passing the Fifth Standard.

7763. They generally pass the Fifth Standard a good deal earlier than they used to?—Yes, I think on the average they pass it at 12 years of age.

7764. Then the children you speak of in any case stay a comparatively short time at secondary schools?—Those who come so old, you mean.

7765. Yes?—Yes.

7766. Do you mean that the boys who intend to stay at the secondary school till 16 come to any considerable extent from the elementary schools?—Yes, many of them, and frequently regret afterwards that they have not come earlier.

7767. You were speaking just now of those who intend to come and who remain only six months or a year at the secondary school; you include also those who intend to remain two or three years at the secondary school?—Yes, I include those as well. I can give you the exact figures for one school. At our own school out of 380 boys 45 per cent. have been in elementary schools, and the other 55 per cent. have never been in elementary schools. I think that is a fairly typical case.

7768. Of those 45 per cent. how many stay more than a year?—I could not tell you, but many of them do. Generally those who come to us very late in life do not get very high up in the school.

7769. How would you propose to secure that the children should leave the elementary schools in the Fifth Standard, seeing that their education

is gratuitous while they remain in the elementary school, whereas if they go to the secondary school they begin to pay?—I know that is the great difficulty. The only thing I can suggest to encourage it is that the age for scholarships should be slightly lowered.

7770. By scholarships you mean entrance scholarships?—Yes.

7771. Or scholarships to be taken from the elementary school?—Yes.

7772. Which of those two plans works best, the leaving scholarship or the entrance scholarship?—I do not think it matters very much. For instance, at the last scholarship examination of the Headmasters' Association the London County Council gave a number of scholarships, but with maintenance grant included, and our own school gave entrance scholarships without maintenance grants. Well, the London County Council have limited their scholarships to boys whose parents are earning less than 150*l.* a year. I think that rather divided them up into two sections. The County Council scholarship being more valuable than our own, the boys whose parents were slightly better off applied for our own scholarships.

TECHNICAL INSTRUCTION IN SECONDARY SCHOOLS.

7773. Have you anything to say with regard to the technical instruction in Secondary Schools?—We wish to point out one or two things with regard to the technical instruction. We think that if our plans could be carried out, it should become a general rule that boys who are going to a secondary school should pass on after Standard V. Then that would be the point of branching off for the two kinds of education. The continuation of Elementary Education should be in the direction of Trade or Handicraft Schools, and for these schools specially selected and trained masters would be required. Secondary schools would generally have facilities for good courses of practical science, fitted more for those who are intended to be foremen and masters. They would aim at giving a good general training for the mind rather than special preparation for employment. But no doubt some subjects which are specially useful in particular employments would be included provided they could be made instruments for the general cultivation of the mind.

7774. Do you mean you would discourage boys from elementary schools to go on into the sixth and seventh standards, and would rather turn them into technical subjects?—No, not quite that. I mean that with the sixth and seventh standards they should take some of these handicraft subjects, and after that confine their attention to two or three subjects and do them well. Those are the boys whose school life is not going to be so long as that of the boys going to the secondary schools. We find that the boys from the elementary schools when they apply for scholarships at present, very often bring up a great many elementary subjects, and they really only know a smattering of them. We think that considering the time they are going to remain at the school they cannot take that extended curriculum with advantage. I am taking the ordinary elementary school where the boys do not remain after about 14.

7775. A great many leave even before 14?—Yes, a great many leave even before 14.

7776. Reverting to the secondary schools at what point would you think that special technical instruction might begin to be given in the secondary schools. At what age do you say?—Do you mean special instruction for a particular business, or that they would specialise in the direction of technical instruction?

7777. I mean rather the latter?—Not before 15 certainly, and I think even a little later, perhaps.

7778. And as regards special instruction in a particular handicraft, would you give that at all at the elementary school or would you reserve it for the technical school or technical college?—We could not give it in secondary schools, although we might give the general principles of handicraft work in wood or metal

7779. You would prefer to reserve that for a separate establishment?—Yes. Special technical schools would be needed in certain localities.

Multiplicity of Examinations and Pressing Evils.

7780. Can you express an opinion as to the large number of examinations for the public services and for professions which boys now have to pass on leaving secondary schools?—I should like to say a good deal on that point. The multiplicity of examinations is such a pressing evil that we really feel that there should be some relief offered us. I will give you a list of the examinations which one particular school has to keep its eye on during the year: the Drawing Examination of the Science and Art Department in April; the Science Examination in May; the Matriculation of the London University in January and June; the London County Council Intermediate Scholarships in June. That is in the case of London. Then there is the Intermediate Science and Art Examination in July; the London Chamber of Commerce Examination in July. Then comes the Annual Examination required by the Charity Commissioners' scheme; the Cambridge Local Examination in December; and during the year, at different times, Civil Service Examinations; professional examinations and open scholarships at the universities. I am not over stating it in any case I am giving the case of a particular school.

7781. And those professional examinations are pretty numerous, are they not?—I cannot say they are very numerous for one boy.

7782. But there are a good many examinations?—Yes.

7783. There is the examination of the Apothecaries' Society?—Yes.

7784. And other medical examinations. Then there is the army examination and the solicitors' examination?—Yes.

7785. What others?—There are examinations for entrance to the banks, and entrance to the Railway Clearing House and other clerkships.

7786. And the architects?—Yes.

7787. Have you any remedy to suggest for this distracting multiplicity?—We think these examinations should certainly be brought into line in a great measure, and the final step which would settle the whole affair would probably be a well-thought-out scheme of leaving examinations.

7788. To be held at the schools, do you mean, or to be held in some general place for pupils coming from the schools?—I think it would be held at the schools in many cases, but we think the leaving examinations would be settled by an examination board, probably appointed by the central board, and the universities.

7789. Then you would propose, I suppose, that the certificate given in that examination should be accepted as exempting from other examinations?—All these examinations are of two parts. There is the general examination, and the special part required for that special profession. With regard to those examinations I have mentioned, one particular boy might require to go in for two or three of them in a year, and he is examined two or three times over in the same subjects. If there were a general leaving examination of two kinds, a higher and lower, or professional and commercial, then one part of that examination would probably be of a general character, and there would follow parallel groups of subjects, so that the London Chamber of Commerce, for example, if it took up this leaving examination would say: "For our certificate certain groups will be required." By that means it would do away with a separate examination for themselves, and other professional examinations might be carried out in very much the same way.

7790. But the professional examinations you have been speaking of are for the most part examinations in general knowledge, the professional part being reserved for a later examination after the pupil has passed the first one which gives him an entrance?—The professional examinations I referred to were examinations for an entrance to a profession.

7791. Those examinations for an entrance to a profession are not generally examinations in professional subjects?—No, but I was meaning that certain

professions say: "You must take Latin." Others say: "You must not take Latin," so that, probably, the preliminary part of the examination would be the minimum required by all.

7792. What might be called the ordinary English subjects?—I am not prepared to say the exact subjects because it requires a good deal of thought.

7793. But obviously there would be some common subjects?—There would be subjects which would be common to all the examinations, of course.

7794. Then your view is, that there should be a leaving examination for all schools, which should, besides the parts common to all, give also certain sets of special subjects?—Quite so, and those subjects should be in parallel groups. It is not that one group of subjects is to be considered to be of much higher value than another in any way.

7795. Besides the leaving examinations you would like to have the schools themselves examined?—We would rather say that the schools themselves should be inspected, that is, if these leaving examinations were very generally taken up and encouraged by the county councils and other authorities awarding their scholarships and giving their other awards in connexion with them. It does not appear to us that the school need be bothered with other examinations, but it would be required to be inspected by the properly appointed inspector that we spoke about in the former evidence.

7796. Then you consider that as far as examination by an external authority goes one may rely upon a leaving examination; you would not touch at all the pupils in the middle and lower classes of the school, but only the pupils who were leaving?—I do not think I have properly explained. There is an annual examination of the school required by the Charity Commissioners' scheme.

7797. You are speaking now of the endowed schools?—Yes, I am speaking now of the endowed schools. That annual examination they have now to conduct in the best way they can. Generally a certain person is called upon by the Governors to conduct the examination. That is of very little value, indeed, as a rule. This particular gentleman selected has to examine in every subject, and he does not feel equal to examining in every subject, and therefore his report is not of the value it should be. We think that there should be in connexion with the universities proper authorities appointed to conduct examinations. The Governors would decide what examinations they would take, and the machinery would be ready to examine the school, if necessary, even down to the lowest classes, at a moderate fee.

7798. Do you consider that a leaving examination is a sufficient test?—We think that if the body of Governors would like the other classes to be added, there should be some body to go to to examine it properly, but we lay more stress on the leaving examination.

7799. Would you be disposed to dispense with this clause which the Charity Commissioners have introduced into their scheme, requiring an annual examination of the whole school?—I should not like to go so far as that. The word "examination" is frequently translated to mean for the lower classes "inspection."

INSPECTION. 7800. Then will you give us your idea of inspection. How do you propose that every school should be annually inspected?—I think the word "inspector" is, perhaps, an unfortunate one. We did suggest the term "assistant Commissioner," because we think the gentleman appointed would be of high standing and experience in these matters and would probably be in connexion with the provincial board, and when he came round he would inspect the school in everything connected with its proper working, the curriculum, the buildings, the staff, and also the question of ways and means.

7801. What I want to know is, what he would do as regards the pupils. Would this person, whatever you call him, examine the pupils and test their knowledge?—I should think he would not do so at all. The pupils would be examined by means of the examining board of which I have spoken.

7802. You speak of his inquiring into the character of the teaching. Will he be present while the teacher is teaching and take such note so as to satisfy himself that the teacher is competent?—I think he would be, in connexion with the registration of teachers. That is the time he would do it probably. We suggested that a teacher should be registered after having satisfactorily taught a class before the headmaster and inspector, and if the latter had once heard him, probably he would not take up much time in hearing him again.

7803. What guarantee do you propose for proving at proper intervals the efficiency of the school. I understand you to suggest a leaving examination, but a leaving examination would not necessarily be compulsory on all pupils. Then what other test, beyond the mere inspection of buildings and curriculum, do you propose, in order to satisfy the local authority that the school is an efficient one?—The school would in one form or another hold an annual examination in order to award its prizes.

7804. That might be done by the headmaster?—Yes, that might be done by the headmaster.

7805. Then that would not be a guarantee because it is not given from outside?—I am afraid there is no guarantee at present outside.

7806. But suppose the Charity Commissioners' provision is intended to supply a guarantee which, though it may not work properly, yet is intended to have that effect?—I think the governing body ought to be able to go to a board of examiners to easily conduct the examination of the school. That should be done as often as the governing body require, just as the scheme requires them to do now. The only thing is that there is no machinery at present for examining the school properly.

7807. Have you anything else to say upon this part of the subject?—No. I think I have touched on nearly every point in connexion with the examinations.*

7808. (*Mr. Llewellyn Smith.*) You said that the secondary schools do not deal with the industrial application. You did not exclude general manual training?—No, I mentioned that, but I said it would be of a different character from that of the handicraft training in the continuation school.

7809. You think that when a boy has only a short time, a year or so after leaving the elementary school, it is not good that he should go into a general secondary school?—I do not think so.

7810. Supposing he had a period of that character before him. After the time he leaves the elementary school, in what way is his education best carried on?—I think it is best carried on in the elementary school in that case.

7811. In such a school as we should call a higher grade school?—Yes, in what is called a higher grade school. I should like to see the word "grade" done away with both for elementary and secondary schools. I should call it a trade or handicraft school.

7812. Is it your opinion that, however much Secondary Education is organised, there would be a distinct function for a school of that kind?—I think so.

* But I should like to say that we consider that some of the Civil Service Examinations, especially those for boy clerks and second division clerks, have at present a very injurious effect on Secondary Education generally. We have had some correspondence with the Civil Service Commissioners on the matter. It is the constant experience of headmasters of secondary schools in large towns to be requested to let their pupils give up all subjects except the two or three required in the examinations I have mentioned. Some masters are not in a position to refuse, and the effect on the general work of the upper classes is frequently most disastrous.

7813. What period would you fix as the period below which it is not desirable that a boy should go into a secondary school?—Two years, I should say.

7814. And do you consider, so far as you can judge, that the boys chosen by the examination you refer to of the county council scholarships are such as will be benefited by the school to which they go?—I think there are so many scholarships thrown open to boys now that many of them cannot be said to be boys of exceptional merit.

7815. You think it is too soon to judge?—Yes, that is my experience as far as I have gone.

7816. (*Mr. Sadler.*) In those schools you have been referring to, does the teaching follow the examination or does the examination follow the teaching?—Do you mean of the upper classes?

7817. All through the curriculum, does the teacher keep his eye on the examination, or do the examiners keep their eyes on what they desire to see in the teaching?—In the case of the annual examiner we give our own syllabus to him, and he examines on our syllabus.

7818. I mean the outside bodies?—Yes.

7819. You have to follow them, have you?—We have to follow them; we cannot help it.

7820. Then if you had one examining authority alone, would there not be a danger of uniform instruction in the schools?—We wish to give every chance of diversity. Secondary schools are not, and it is not desirable that they should be, all of the same type. We do not think these leaving examinations would lead to undue uniformity at all. It is only the preliminary part of it which would be common to all the schools, and the parallel groups would leave room for any amount of diversity.

7821. The examination would be imposed by one authority, and if it followed the present tendency of things all the teaching would have to follow it?—There would be so much choice allowed in the leaving examination that a school of the classical type or the modern type, and purely scientific schools, all find a place in the examination.

7822. (*Mrs. Sidgwick.*) When you spoke of handicraft schools, what did you mean?—I meant a school which keeps its boys only for a short time after getting up to the higher standards, and I should require it to teach principally the foundation of particular trades, so that when the boy gets out into the workshop he would not be simply made an errand boy or an odd boy of, and never have an opportunity of picking up his trade properly. It is especially the case in London that a very few boys are given the chance of learning trades properly. If they come from the board schools having some intelligent foundation for the trade they were to learn, masters would be more ready to give them better employment in their workshops.

7823. You do not want to confine him to a particular trade; that is not what you mean? You do not want him to decide at once what trade he is going into?—I think some schools would give a distinct direction to metal work, we will say, in manual instruction, others woodwork, and so on. I do not mean him to confine his attention to those subjects.

7824. The choice between a handicraft school and a secondary school would, for the pupil, be more a question of time than anything else, really?—Yes, of course. I think I ought to mention to the Commission that since we were here last we have had a general meeting of the association, and at this general meeting the association expressed its concurrence in our view.

7825. (*Chairman.*) Which view?—The views of Dr. Poole and myself.

7826. Do you mean by that that we are to take it that the whole of what you said, even in details, has the approval of the Council of the Headmasters' Association, because I understood that you and Dr. Poole were at

times giving us your own private impressions?—We gave them the details as well as we could of what the evidence would be and had been, and a formal resolution was passed approving of that evidence.

7827. That would have regard, for instance, to what Dr. Poole said with regard to assistant masters—Yes, and with regard to the heads of the evidence sent into this Commission.

(*Chairman.*) We thank you very much for your evidence.

The witness withdrew.

Adjourned to to-morrow morning at 11 o'clock.

TWENTIETH DAY.

At Westminster Hall, Friday, July 6th, 1894.

PRESENT:

THE RIGHT HON. JAMES BRYCE, M.P., IN THE CHAIR.

Sir HENRY E. ROSCOE, D.C.L., M.P.
The Very Rev. The DEAN OF MANCHESTER, D.D.
The Rev. A. M. FAIRBAIRN, D.D.
Mr. RICHARD C. JEBB, M.P.
Mr. RICHARD WORMELL, D.Sc.
Mr. HENRY HOBHOUSE, M.A., M.P.
Mr. M. E. SADLER, M.A.
Mr. H. LLEWELLYN SMITH, M.A.
Mr. GEORGE J. COCKBURN.
Mr. J. H. YOXALL.
The Lady FREDERICK CAVENDISH.
Mrs. HENRY SIDGWICK.

The Hon. WILLIAM N. BRUCE, *Secretary.*

Miss BEALE called in and examined.

7828. (*Chairman.*) You are principal of the Ladies' College, Cheltenham?—Yes.

7829. And have been so for how long?—36 years.

7830. The Ladies' College then was one of the very first institutions of its kind established?—It was the first proprietary school for girls.

7831. On a large scale?—It was on a small scale at first. It was a school at first, but it has grown into a college, and it is now like King's College.

7832. It still has both what may be called a school side and a college side?—Yes.

7833. At what age do the pupils enter?—They are supposed to enter at three, but they sometimes come a little before.

7834. But the bulk of your pupils enter at what age?—I should think about 12 on an average, or perhaps over.

7835. And they remain till when?—They take the bachelor of arts and the bachelor of science degrees; we have 50 students over 20 years of age, besides many more grown up, who enter for special subjects.

7836. But I suppose the average of leaving would be about 17 or 18?—I should think the average age would not be earlier than 18.

7837. You have seen very great changes come to pass in the education of women since the college was founded?—Yes, inconceivably great.

7838. And I suppose you would think that there are still further improvements and developments that may be hoped for?—Very great.

7839. Would you indicate to us generally what you conceive to be the chief directions in which that process of improvement and development might move?—I suppose that the raising of the qualifications, and the spirit and the methods of teaching are the chief ways in which we must look for improvement; and the establishment of more accessible schools in places where they are still wanted, by the distribution of endowments.

7840. Confining yourself more particularly to those changes which belong to the organization, and which would fall within the scope of the recommendations of this Commission, would you indicate to us what you think are the chief things that a better organization might do for the education of girls?—May I ask what you refer to when you say "organization."

7841. I mean the provision for the creation of proper agencies for the education of girls where those agencies do not exist, and for the correlation and co-operation of those which do exist?—First, the establishment of new schools.

CO-OPERATION OF TEACHERS IN DIFFERENT SCHOOLS.

7842. The establishment of new schools, and the bringing into better relation with one another such schools as now exist?—I cannot help thinking that we might have certain districts in which the schools might be correlated with one another more, as they are in the French provincial academies, or in the educational districts of America, which are under one common superintendent. For instance, in every school now we are obliged to get a special teacher for mathematics, and classics, and science, and sometimes there are schools which cannot bear that cost. If there were a district, and there were one superintendent who had an interest in all the schools, I think one very good teacher might do all the high work of a whole district.

7843. Do you mean that one first-rate teacher for a particular subject might deal with the different schools lying within a given area?—Yes.

7844. Are you speaking now only of girls' schools, or of boys' schools also?—I suppose it would apply to both.

7845. I mean by that, do you contemplate that those teachers would teach the special subjects in boys' schools as well as girls' schools, or in girls' schools alone?—I do not see why the same teacher should not teach in both. They do so constantly. The college teachers teach in both.

7846. Assuming a town where it was necessary to create a first grade or a second grade boys' school, and also a first grade or a second grade girls' school, would you conceive that those two schools should be distinct, or would you make them branches of the same institution?—I should make them distinct; but I think that if in a large district there were a great many schools under one person, there would be economy if they were branches of the same institution. Such co-operation is not wanted so much in towns, where schools are accessible, but in the country districts it is wanted.

7847. Let us take a town, for instance, of 30,000 inhabitants. Would you make the girls' schools and the boys' schools entirely independent establishments, only so arranging it that the same teachers might take the

same subject in both schools, or would you put the schools under one governing body, and work them as a single institution in separate departments?—I think I should prefer two governing bodies, because one governing body is rather apt to generalise, and say everything that is suitable for boys should be done for girls.

7848. Then the only element of community you think new between the two schools would be that, in your opinion, for some subjects, the same teachers might serve both schools?—Yes, I think so. I was conceiving rather a closer relation, not only between two schools, but between a great many schools.

7849. I quite understand that; but I am now calling your attention to one particular point which is covered by your general remark; I will come to the other point afterwards?—Yes, I think that would be the chief thing—not the identification of the governing bodies so much as the co-operation of teachers.

7850. But would not the co-operation of teachers be considerably aided by having a certain amount of common management?—I think not. I think that there must be a supreme authority in each school, and that each master or mistress must be distinctly under the headmaster or headmistress of that school.

7851. Let us consider it with a view, not to the master or mistress of the school, but rather with a view to the governing body. I will put it in this way. You suggest that the same teachers might for certain subjects serve various schools within the same area?—Yes.

7852. I ask you whether, taking the case of a town of given size, that service which the same teacher might render to two or more schools would not be facilitated by a unity of administration for the purposes of the town?—No, I do not think it would have any effect.

7853. In making the suggestion that the same teacher should serve several schools, I suppose you were thinking of those subjects which are not taken by the largest number of pupils, and in which therefore it is more difficult to get first-rate teaching?—Yes.

7854. Would you give an instance of the subjects you mean?—High mathematics and high classics, and very special teaching in chemistry or in botany or subjects of that sort.

7855. Do you think that to any considerable extent boys and girls may be taught in the same school?—I have not had the experience of that, and I hardly like to speak except from experience.

7856. You know that in the United States, for instance, that is done to some extent?—Yes, I have heard very various opinions, but I have never seen it. It seems to me to be the right idea eventually, when things are ripe for it.

7857. Supposing there was one educational authority for a town, charged with the general oversight both of boys' and girls' schools, would you consider that women ought to be represented on that authority?—Certainly.

7858. Supposing a distinct governing body for a girls' school from that which controls the boys' school, in the same area, would you consider that the governing body of the girls' school ought to contain a certain number of women?—Yes.

7859. Have you any remarks to offer as to the way in which this governing body should be appointed?—That is one of the most difficult questions. May I ask in what sense the word "Secondary" is used by this Commission, because there was a good deal of doubtfulness about it at Oxford?

7860. We intend you to understand by the word "Secondary" all the schools and all the education which lies between university education on the one hand, and elementary education on the other?—Then I will keep

to that. I think there should be representatives from the universities generally upon governing bodies of higher schools; that some should be elected by local persons: and that always there should be some women. I think if we could have representatives of bodies of teachers that would be a desirable thing; but those corporate bodies of teachers hardly exist at present, such as the provincial academies of France; we have nothing of the sort.

7861. Would you explain a little more what you mean by the "Provincial Academy"?—There is the *Académie* of Paris, and then there are certain bodies in France called provincial *académies*, and each of those has a Council of Education, which Council of Education partly consists of local members and partly of persons connected with the Central Council of Education.

7862. Are you conceiving such an authority, for instance, as might be created for a county?—Yes, a county or an educational district, which might not coincide with the political county.

7863. A large city might make such a district?—Yes.

KIND OF SECONDARY EDUCATION SUITABLE FOR GIRLS.

7864. You referred to the possible disadvantage of having complete uniformity between the system of a boys' school and the system of a girls' school?—Yes.

7865. Would you indicate the points in which you think the curriculum of a boys' school ought to differ from that of a girls' school?—Do you mean the boys' school as it is?

7866. No, the boys' school as it ought to be, and the girls' school as it ought to be?—It would be very presumptuous of me perhaps to do that. I do object to begin with the classics for small girls. If I had the control of boys perhaps I should venture to say something about it. With the present system they must begin with the classics young. I should very much regret to see Latin forced on all girls, and mathematics too, before they are ready for them. I think the abstractions of grammar presented to a young girl's mind in teaching classical Latin are unintelligible.

7867. Assuming that a girl was going to stay at a school till 18, would you include Latin in her course of instruction?—It would depend upon the girl herself. I should begin with easier languages, and if she showed no taste for languages I should not give her Latin at all.

7868. Would you include Greek?—I should prefer Greek to Latin, but I should not include Greek for a girl who showed no capacity for languages.

7869. In the case of a girl with a capacity for languages and with literary tastes, you would prefer Greek to Latin?—Yes.

7870. And would you see any difficulty in beginning Greek as early as 11 or 12?—Yes, I should think it was a mistake.

7871. You know there is a view that Greek is an easier language to learn than Latin, and that it can be begun as early as 9 or 10?—Yes, it can be; but children do not enter into the delicacies and refinements of the Greek language, and the beautiful poetical thought that is embedded in it, and they get tired of it. I have had great experience with girls taking it up late. We often pass the London Intermediate in Greek after a year's study.

7872. May not these disadvantages you refer to partly arise from unintelligent teaching?—Partly, perhaps; but I do not think the most intelligent teacher could make a child like the intricacies of grammar early.

7873. Is it necessary that the intricacies of grammar should be dwelt upon by beginners. Might not that be called unintelligent teaching?—You really cannot construe Greek and Latin without a good deal of grammar. Of course Greek is easier.

7874. I am referring to what you called the intricacies of grammar?—But all the embedded poetry in Greek is lost to these little children.

7875. Is there any other point in which you think the ideal curriculum, if I may use the expression, for a boys' school and a girls' school should differ?—I do not think I should like to begin mathematics so early as they begin in boys' schools. I do not think they so easily take it in. The consequence is that boys have to learn Euclid by heart very often.

7876. Is not that an eminent instance of unintelligent teaching?—Yes, it is a striking instance of it.

7877. Would you not instantly dismiss a teacher whom you found allowing her pupils to learn Euclid by heart?—Yes, I should not keep her. They do learn it by heart in boys' schools, and I attribute it to the fact that boys begin before they can understand it.

7878. What is your view as to the age at which girls may begin to study Euclid?—That depends a good deal upon the girl.

7879. Taking an average girl?—I should think about 11 or 12. She can begin a sort of geometry before.

7880. Surely it would be very unusual now for a girl to be put to Euclid before 12?—Yes, but it is not unusual for a boy, is it?

7881. What are the subjects with which you would chiefly occupy a girl before the age of 12?—English, French, arithmetic, elementary science, especially opening her eyes to everything that is around her; elementary geology and botany, and all that develops her faculties of observation.

7882. In fact, those sciences which you would call sciences of observation?—Yes, and particularly poetry and history; and observation of conduct very much.

7883. Do you think it is possible to make much progress in history before the age of 12?—Yes, a sort of history, the narratives of the lives of great men and women. Especially ethical teaching comes out very much in history.

7884. But history in the form of encouraging pupils to read rather than in the form of systematic teaching?—Yes, and interest in conduct.

7885. Do you not think that the observations you have just made would find their application no less to the teaching of boys than to the teaching of girls?—Yes, but I do not profess to say much about boys.

7886. I am anxious to obtain your opinion. I have asked you whether there is any difference in the mental constitution of boys and the mental constitution of girls which would prescribe a different course of study for them?—I do not think I have sufficient experience of boys' schools to judge, but I am prepared to think not.

7837. Then your observations are rather directed against current misconceptions, or faults which may be found in boys' schools as well as in girls'?—Yes.

7888. You are not aware of any reason which would prescribe a different curriculum for girls from that which would be the best for boys?—I think that boys are obliged by the scholarships to take a different line as long as these scholarships exist; that they are going on to more scientific work very often than girls; and it may be necessary to give them this scientific training earlier. I do not like to presume to judge upon these matters very much.

7889. If there be such differences, do you think they would rather depend upon the existing arrangements, than upon any inherent difference between the mental constitutions of boys and girls?—I do not like to express a decided opinion about that.

7890. I invite your opinion about it?—I have not had experience enough in teaching boys.

7891. Can you tell us anything about the state of preparation in which you find girls come now, who come at the age, let us say, of between 10 and 14?—Their work is always most inaccurate. It is a very rare thing

PRESENT PREPARATION OF GIRLS

for us to get any who can write correctly a regular French verb; and in arithmetic, their methods are extremely bad generally. They do things in long roundabout ways. I should say that there is especially inaccuracy in everything that they do. With regard to religious knowledge, I have sometimes given girls who profess to belong to the Church the creeds to write, and it is scarcely ever that they can write them correctly. Everything they do is done in that loose unscholarly way. We may suppose that girls who are in good schools do not leave them to come to us. I dare say if I had more girls from the Girls' Public Day Schools Company they would be better; but they do not often leave good schools to come to us.

7892. You ascribe this inaccuracy probably to the defective preparation they have received?—I suppose it depends a great deal on the preparation, for they certainly improve very much.

7893. Do you find in your upper classes that girls are capable of acquiring accuracy of mind?—They improve very much, but if they have been accustomed for the past 10 or 12 years of their lives to be inaccurate, they are likely to go on for the rest of their lives.

7894. Is it from private tuition or from private schools that the girls come?—From private tuition and from private schools chiefly, I think.

7895. Are those schools mostly very small?—Yes, I think so. There are very few large.

7896. Can you suggest any means by which they might be improved?—I think the teachers cannot classify properly when they have so very few pupils. Small schools cannot pay their teachers properly. Then good teachers do not like to go to private schools, and they cannot get a proper staff.

7897. Is it not the case that the mistresses of these small private schools have often had neither a very good general education nor training in the art of teaching?—They have seldom had good general education or any training in the art of teaching, I think.

7898. You have had experience at Cheltenham of teaching both by men and by women?—Yes.

7899. Can you offer any opinion as to the comparative excellence of the teaching given by men and women who have received a similar education?—Some of our best classical teaching is done by men. I think that women are perhaps on the whole more ready to go patiently over and over again the same ground; but I have never employed masters except for the higher subjects.

7900. The experience in the United States has been that, as a rule, women make better teachers, at least, for the younger pupils, than men Are you prepared to offer any opinion for or against that view?—I do not think I could answer that exactly, because I have never had experience of men with junior classes. I always think that women have more patience with the junior classes, and will take more trouble in going over unweariedly the same difficulties.

7901. Then you accept the view that, on the whole, women are more patient with pupils?—With backward pupils. I should think that with more advanced pupils men are best. At any rate those that I have tried are.

7902. That may be because men have more frequently received an ample education, may it not?—Perhaps so. We have a lady teacher who takes the highest class in physics, and you could not have a better teacher than she is.

7903. You have not found any difficulty in getting women teachers to teach such subjects as natural science and mathematics with perfect efficiency?—No.

TRAINING OF TEACHERS.

7904. What is the kind of training that you would like to give teachers with a view to fitting them for their profession?—I think they should be

taught in connexion with a school; that they should not be taught in an isolated college merely, but that the training colleges should be associated with large schools; that if students get simply lectures, and inspiration, and ideas which they have not an opportuinty of carrying into practice, they become unpractical, and they have to learn the practical parts of their profession when they become teachers. Ideally, I should like them to have two years, one of more theoretical training, and the other of more practical training, the theoretical to precede the practical, as in the case of doctors.

7905. Would you not combine some little amount of practice, or at any rate opportunities of watching teachers at work, even with the study of the theory?—Yes, I should, but I should not let students begin to practice so much as they have hitherto done. I should make them observe good teachers, and let the mistresses of method show why the lessons given by these good teachers are good, rather than listen to bad one another's teaching, and criticise the bad points. Therefore, it is particularly good to have them in a large school where they can see model teaching.

7906. You would be afraid that if they began to teach too soon they might contract bad habits themselves?—Yes; they would get into bad habits themselves, and they would not see the real points, and observe in what the excellence of teaching consists.

7907. What is the kind of theoretical training you would desire to give them?—I should like to have the mistress of the method certainly at the head of a department in the school or college. She should draw up the time-tables for each of her students. Certain students would be inclined to take mathematical work; others would be inclined to take scientific work perhaps. Then she should arrange the time-table of each future mistress according to what she is likely to do. The student should be more or less under the teachers of that department; let her go to their lessons; let her correct the books for them, and have the books inspected after she has corrected them. Then let her try her hand with junior classes, and let not merely the mistress of method, but the teachers, listen to those lessons, and criticise those lessons. By that means you get a large staff of efficient critics without paying them all specially. You cannot do that in a training college, where you cannot have an unlimited number of mistresses of method.

7908. That is to some extent practical. You, however, put the intending teacher through a theoretical course of lectures?—Yes.

7909. Then before she goes into her work under the mistress of method?—Yes, but she would have this going on the whole time; there would be lectures on hygiene, on mental science, on the development of right motive, and lectures on everything which relates to a child's character, mind and body.

7910. You would start in fact from what might be called applied psychology and applied ethics?—Yes.

7911. And develop the science of education upon that basis?—Yes.

9712. Should you think that a full course might extend with advantage into a second year?—Yes; I think Mrs. Bryant's idea of having a degree in education is very good, and that should require two years' training. You might give a certificate after one year, and a degree after two years, and give an examination in mental science, and a good deal that is already included in the degree examination of the University of London.

7913. But you would not give a degree in the science and art of education merely upon what may be called a paper-work examination?—No; I should certainly require practical work.

7914. And you would require the candidate for the degree to do the practical work in the presence of an examiner?—Yes; we always have an examiner down to hear them teach at Cheltenham.

7915. You think that the degree given as the result of an examination on paper would be quite an inadequate test?—Yes; it is inadequate.

7916. Then you would conceive that the students preparing themselves for the profession of teaching should be in a place where there was a good deal of teaching going on?—Yes.

7917. It would not do to have an isolated college where there is merely theoretical study, but they must be in a place where there is practical teaching given?—It is much better if they can be in such a place, I think. Of course they might have practising schools, and in a university college (and I think we should have a training college at the universities) it might be difficult to get a large school such as I have described.

7918. Do you approve of the day training colleges which have lately been created?—Yes.

7919. The principles of the science and art of teaching, I presume, you would consider the same, whether a teacher intended to teach in elementary or in secondary schools?—Yes, but there is a great deal of difference in the method required.

7920. What sort of difference?—The children are much less intelligent in the elementary schools. We had a mistress of method from the training college to lecture, and she gave instructions which I considered quite wrong for our girls; for instance, that you are to say a thing over and over again several times. For a well-trained girl that will not do, I think, because it would accustom her not to listen the first time.

7921. Would not that really have been a fault in the mistress of method whom you mention, because she ought to have instructed her pupils to be guided by the amount of intelligence which she perceived the class to possess. Would you not consider that it was part of the function of a good mistress of method to call the attention of the students to the aptitudes of the particular class she might happen to be teaching?—Yes, it might have been so, but I thought she was accustomed to teach children whose attention had not been trained.

7922. But that would hardly affect the general proposition that the methods to be employed in teaching are the same, whether the teaching be given in an elementary or a secondary school?—To a certain extent they require adaptation.

7923. You have a training department in Cheltenham Ladies' College?—Yes.

7924. How many students are there in it?—Fifty-eight at present, but they are constantly increasing, and I think it will be larger next year. The department has grown and the work has forced itself upon us without our doing anything.

7925. Are they mostly women who have passed through your own college?—No, I should think not half of them. A good many are taking up the Kindergarten. We have a very inspiring mistress for that—Miss Welldon, the sister of the headmaster of Harrow.

PRESENT SYSTEM OF SCHOLARSHIPS UNSATISFACTORY.

7926. Are you satisfied with the system of scholarships as it now exists, either for boys or girls?—No; I think the money that is given does not generally help those who need it, but others who have been able to get themselves trained in preparatory schools at considerable expense.

7927. Are you speaking chiefly of scholarships for boys or scholarships for girls?—Scholarships for boys I was thinking of, because scholarships for girls are only now being founded in large numbers.

7928. Do you apprehend similar difficulties in the case of scholarships for girls?—Yes.

7929. What improvements would you suggest?—I think there should be some kind of test of poverty. People should have to say that they cannot afford certain fees, or give some idea of what their income is, and if the honour is wanted some plan should be adopted as at Clifton, of small scholarships given, to be augmented when it can be shown that the money is needed, and gradually I should hope that the funds which are now given, which enable some schools to give an immense number

of scholarships, would be partially withdrawn and put into a common fund, and then the scholars who really ought to be helped would be able to win these scholarships; they should not be bound to go to any particular school, but should be allowed to choose their own school. In that way I think that the really good schools would be best supported, instead of the rich schools winning the scholars and sometimes ceasing to teach well, because they are quite sure of scholars without any very great exertions in the way of teaching.

7930. What do you think of the system of awarding scholarships by competitive examination?—To a certain extent I think it is right to give them by competition, but I should not allow those who were rich to take advantage of the money.

7931. I am setting aside for the moment the question of wealth altogether. What do you think of the influence of the competitive examination system upon the minds and characters of girls?—I think it tends, if the scholarship is given too early, to divert the minds of the children and parents from the real ends of education to the getting of money, and that it tends to overthrow the right principles of teaching by making people say, "What will pay?"—to say she must learn this, though it is not good for the child to learn it, but she must learn it because she will not get her scholarship without.

7932. Can you suggest any way of remedying those evils?—I think that if we gave them only to those who needed help, it would not be such a general thing for the schools to try for them. They would not say, "We "must get honour and glory, and therefore we must struggle simply to "get scholarships." They make it too much their object to advertise themselves by scholarships, and they make it too much their object to get boys and girls away from other schools in order to bring to them that honour and glory without which they cannot get on.

7933. Do you think that the bad influence of competitive examination on the intellect is greater in the case of the younger children than on the older ones?—Yes, I do think so.

7934. Below what age would you not apply the plan of competitive examination?—I think that when they are mature, or about 16 or 17, would be quite early enough to attempt anything of the sort.

7935. You see we are in the difficulty that it is desirable that the scholarships should go to those who show the greatest intellectual promises?—Yes.

7936. What means, except competitive examination, can be devised of securing that the scholarships should go to those who would profit most by them. I put aside for the moment the question of wealth or poverty altogether?—Do you not think that the schoolmasters of most schools could be trusted to recommend able pupils who need assistance, and that they could send in applications for those pupils? Then those pupils could be tested to see whether the master is favouring his own scholar.

7937. That would apply in the case of selection from a particular school, but of course it would not very well apply beyond the area of the particular schools, would it?—Might not all schools be asked to send up the names of any particular promising pupils who needed scholarships?

7938. But you could hardly decide among those who come from different schools except by examination?—I would examine them afterwards.

7939. In the school itself would you allow the headmaster or headmistress to select, and afterwards subject those who were selected to an examination?—Yes.

7940. Would you not think that in that case it would be necessary to require the headmaster or mistress to submit a statement of the merits of the pupils to some independent authority, such as a governing body?—To send it up with the consent of the governing body.

7941. Would it be safe to leave it to the uncontrolled discretion of the headmaster or mistress?—I think it should pass through the hands of the governing body. Then I think the scholarship should be given, with permission to the pupil to go to any school approved by the authorities; say to any school upon the register, if you had a register of schools.

7942. Do you think more scholarships are needed to enable promising girls to complete their education at Oxford or Cambridge, or any of the colleges?—I think there are a great many given, but I do not know that I can say that. I think the authorities at Oxford and Cambridge would be able to judge better than I.

7943. I am speaking only about girls?—I think there are many cases I know of where help would enable a girl to continue her studies longer, and be a much more efficient teacher. But I would not tie her to any particular place. She might go to Victoria University, say, if she pleased.

7944. Or Bedford College, in London, for instance, instead of to Cambridge?—Yes, to any college where she could get really good teaching, so that she need not be obliged always to leave her home.

7945. Have you had any experience of pupils coming from elementary schools?—Only once, and our attempt to teach her was very unsuccessful. She did not understand our language.

7946. Have you any observations to offer as to the age at which pupils who receive the first part of their education in elementary schools ought to leave the elementary school and proceed to the secondary school?—If they proceed to it at all, I should say that they ought to go quite young. They are brought up in a different sphere of ideas, and they cannot understand the teaching that is given in a secondary school, I should say. I think Sir Philip Magnus has explained it very well in an article in the last "Journal of Education" which I was reading this morning.

7947. By "quite young" you mean, I suppose, under 10 years of age?—Yes, I should think so. They live in homes where they do not learn things that are familiar to people who go to secondary schools. They do not understand the words that are used; the allusions are lost upon them—the poetry that we read, and the history that we talk about.

7948. But would not that apply equally to a certain number of the girls who come from those private preparatory schools that you were describing?—They generally come from more or less cultivated homes. They have a superficial acquaintance, at any rate, with literature.

7949. That might partly depend upon the part of the country they come from?—Yes.

7950. Is there any other point with regard to girls' education upon which you would like to give us the benefit of your opinion?—I think I have touched upon the points that I am most familiar with.

7951. (*Lady Frederick Cavendish.*) You were speaking of beginning with little children with French?—Yes.

7952. Can one begin French without grammar?—Yes, I think you can begin French without much grammar. You can make them translate and then find out the grammar by degrees; the agreement of the article, for instance, and the agreement of the adjective. Then they can observe and they soon begin to learn it. But it is different with the abstractions of Latin grammar. You cannot translate an ordinary Latin sentence without learning a good deal more grammar than you need in the case of French.

7953. That is the difference between the living and the dead language?—Yes, it is of much simpler construction.

7954. Do you begin arithmetic with them very young?—Yes, in the Kindergarten. They find out their tables; they do not learn them by heart.

7955. Not at all?—No, they learn them by finding out first. They see that multiplication is continued addition, and they do everything with concrete things first.

7956. Do you get well-prepared children sometimes from good private schools?—We very seldom get pupils well prepared; we do occasionally.

7957. Are many of your teachers, or all of them, trained?—No, they are not. They are beginning to be much more so. We make a great point of it.

7958. What has been their preparation before coming to you as teachers?—Very often they have been our own pupils, and they have seen how we teach them. We have given them as much, at any rate, as we could by the way, and more and more they are willing to give a year to definite training.

7959. And do you find that final year of definite training very valuable, or have you reason to think it will be very valuable?—Yes.

7960. (*Mrs. Sidgwick.*) How large is your school?—Taking it altogether I suppose it is nearly 900.

7961. And it is almost entirely a boarding school, is it not?—Yes.

7962. And draws from all parts of the country?—Yes, and from all parts of the world. We have great numbers from India, Australia, Africa, the West Indies, and Canada.

7963. What fees do you charge?—For day pupils the highest is 25*l.* 2*s.* 0*d.*, exclusive of extras. For board alone it varies from about 55*l.* up to 75*l.*, so that it comes to from 100*l.* to 120*l.* for the full-grown girls.

7964. Do you limit the kind of girls who come to your schools in any way except by fees?—Yes, there must be introductions; they must give two references.

7965. So that it is a school rather limited to one class of society?—Yes, the daughters of professional men, rich manufacturers, and land-owners chiefly.

7966. The remarks you have made about scholarships would not apply in the same way to day schools, would they. When you say that they may hold their scholarships at any school, you are chiefly thinking of boarding schools, are you not?—I would allow them to hold their scholarships in their own homes if they liked.

7967. Would you apply that to all kinds of schools?—They should hold scholarships in any school which is certified to teach properly, or any school on the register of schools if the register is established.

7968. Do you think your remarks about the evil of preparation for scholarships would apply to scholarships which were certain to be held in local schools. For instance, scholarships from elementary schools to secondary schools would practically, in small towns, be held in the only secondary school in the town; there would be no competition between schools for those scholarships. Does not what you have said about the evil practically only apply to boarding schools?—I do not see why it should not apply to day schools. Supposing there are two day schools in a place, and one is rich, the rich school, by offering scholarships, takes away all the pupils of the poor school, whether it is boarding or day.

7969. (*Lady Frederick Cavendish.*) You did not mean your remarks to apply only to Cheltenham?—I did not mean it to apply to Cheltenham at all, because we never do that. We never give scholarships in that way.

7970. (*Mrs. Sidgwick.*) What is your opinion as to the best means of training teachers?—I think it is far better if they can be trained in a school where they can get continuous work. When you go from place to place you have no real authority; you can only give lessons here and there, and then the student does not learn the effect of her teaching. A lesson may sound well to a bystander, which teaches the children very

little indeed. The student should have continuous work, and then she sees where she has in fact failed.

7971. Do not the children suffer from that more or less?—Not much, because the students are all well-taught people who have passed good examinations before. The mistress of method directs their studies and takes care that a good course of lessons is drawn up. A student-teacher is not so good as one of our accomplished teachers would be, but she is much better than the ordinary run of teachers.

7972. Do you know the system of the Cambridge Training College, of which Miss Hughes (a former pupil of yours, I think) is principal?—Yes. I may add that we do not practice much at our own college, but we have a school.

7973. (*Lady Frederick Cavendish.*) Is it under your management?—Yes.

7974. (*Dr. Fairbairn.*) You would like to make poverty a condition of holding a scholarship?—Yes.

7975. Would not that essentially change the very character of the scholarship?—You would not win honour and glory so much by it, and I should like to change the character.

7976. Would not that carry with it to a large extent what one may term a social distinction—even a stigma in certain cases?—I think if people are ashamed of being poor, they ought to be ashamed of being ashamed of it.

7977. But there is another side to that; people who are rich may feel the shame of the poor. It is not the effect on the poor, but the effect on the rich, in other words?—I do not think there is any shame in being poor.

7978. No, not for the poor. Do you think that by means of nomination you could secure an entirely honourable acceptance of scholarships?—I think there might be mistakes made; but generally speaking I think the right persons would be more likely to get help.

7979. You have not had experience of scholars passing from elementary schools to secondary, save in one case?—No, I cannot say I judge much from experience, but from talking to others about it.

7980. Have you any method by means of which such passage can be effected?—No. If you will read what Sir Philip Magnus says, I quite agree with him and with the practice in France.

7981. We want to find not only higher elementary schools for the poor (you have said so yourself relative to scholarships), but we want to find the way from secondary schools up to the universities?—I think the universities are not suited for most of those coming from elementary schools. The universities are not constructed on the lines suitable for a business education, but for a classical. The Humanities, for instance, are not led up to in the elementary school.

7982. Do you not think that boys and girls may be found in elementary schools capable of serving education in and through the Humanities?—They must be moved very early if they do. The teaching of the elementary school does not tend to that. There may be a few, but I do not think there are many.

7983. You have no method to suggest by means of which this could be accomplished?—I should rather establish higher elementary schools, and let children from elementary schools go into them, and then if you find a child in a higher elementary school whose tendency is towards the Humanities, the child could be moved from there.

7984. Do you think that the throwing of all scholarships in the case of old endowments into a common fund is a feasible thing, practicable in any sense whatever?—Not all at once, but I think that by degrees it might be done. You could never take away the whole from these old endowed schools, nor should I wish to do so, because they have many

advantages; but I think a large central fund would be of value, and that there are a good many useless endowments now which might flow into that common fund.

7985. Have you any idea as to whether mixed classes would be possible?—I think they are becoming increasingly possible as we get more civilised and more highly educated. The sexes attend lectures in common, for instance, at universities now, and there is no objection that I hear of.

7986. Would you have mixed classes from the beginning upwards?—I do not think at present I should have it so. I cannot tell what might be done in the twentieth century, but at present I think it is far better to have them separate.

7987. If mixed classes be possible, why not mixed governing bodies for both boys and girls?—If you have a mixed school you should have a common governing body.

7988. But in the case of education as a whole—whether regarded as in a district or as in the nation at large,—may not governing bodies be so constituted as to be able to administer education, whether of boys or girls?—In the case of a girls' school, I should like a mixed body of men and women; but do you think they would, in the case of a boys' school, like to have women upon the governing body?

7989. (*Mr. Cockburn.*) Is your school a company's school?—It is a proprietary school. The shareholders have said that they would not take any interest upon their shares, but leave us all the money to improve the college.

7990. Then there is no dividend paid?—No, there is no dividend paid, and never has been.

7991. Supposing Secondary Education in this country is organised by legislation, in your opinion must it be self-supporting?—I think it ought to be self-supporting, with the aid of the endowments that now exist. Endowments are very large. I do not think we ought to tax the nation collectively to educate the middle classes.

7992. You think the middle and upper classes should be left to provide their own education at their own expense?—With the aid of the endowments that already exist.

7993. But you see the endowments that already exist are so unfortunately placed—a large amount here and none there?—Yes, I want it distributed by some central educational council.

7994. That would mean taking it away from those who hold it now, and making a common fund of it?—Some of it. Supposing a school is doing very good work, as Winchester, for instance, and it is a large old endowment, you would leave Winchester enough to keep up its school, which it is bound to keep up. It ought not to be allowed to go to ruin. I should not take everything away from Winchester, for instance, but certain sums might be taken away from there. And there are a great many useless endowments, several, perhaps, supporting schools close together, which are starving one another.

7995. What do you think a good Secondary Education could be given for to be quite self-supporting?—It is difficult to say. I think the Girls' Public Day Schools Company could answer that question best. I think they manage it at 12*l.* a year.

7996. If a national system of Secondary Education is to be founded, and made self-supporting, we must arrive at some basis of charge?—It depends a good deal on the size of the school.

7997. In a school of 300 what ought a fairly reasonable Secondary Education to be given for?—I should think about 10*l.*

7998. Ten pounds per head per annum?—Yes, but that is really a vague answer. I should hardly like to say.

7999. (*Mr. Sadler.*) Do the students who go to your training college find it easier to obtain situations as teachers than those who have not been trained?—Certainly. We have far more applications than we can supply.

8000. Have you found much prejudice amongst headmistresses against trained teachers?—They have certain objections, which I think are well founded. They say, and truly, that a teacher who is very clever can get a post without being trained, and therefore, that the feeble ones put themselves into training to make up for their deficiencies, but *cæteris paribus*, they prefer a trained teacher to an untrained one.

8001. And comparing women of equal natural ability, do you find that the trained teacher commands a higher salary than an untrained one?—Certainly.

8002. Suppose that Secondary Education in England were organised, would you wish your college to be regarded as part of the public supply of Secondary Education?—What would that imply? Should we be interfered with more? I should not wish that we should receive anything from the public funds; and then I think I should like to have perfect freedom.

8003. I meant should the authorities ignore the existence of your college, or not. For instance, would you resent the establishment of another college near to it?—I do not think I should exactly wish that. I do not think I should have a right to resent it. If we received everybody that offered to come we should have a right to say, "Do not do it." But if we do not receive everybody that offers to come, I do not think we could object to another college being established.

8004. (*Mr. Yoxall.*) I think you said that only one child from a public elementary school had come to your college?—Yes.

8005. And that your experience on that occasion was not a favourable one?—Yes.

8006. You made some reference to the kind of teaching necessary for children in public elementary schools as distinct from that necessary for children in secondary schools, and I think you based your distinction upon the statement that the children in public elementary schools do not as a rule come from cultivated homes?—Yes.

8007. That is your chief reason for wishing to set up a distinction between the two kinds of teachings, I presume?—It was my reason for saying that they do not profit by the teaching in the secondary schools; they could not profit by it.

8008. And for that reason you think that the training and teaching in the secondary schools ought to be of a different kind from the training and teaching in the elementary schools?—Yes, otherwise the children would not profit by it.

8009. You know that there always has been a considerable number of children in elementary schools who come from cultivated homes, and that nowadays in particular a very large proportion of the children in those public elementary schools do come from cultivated homes?—Do they. I did not know that they did, but I suppose they will more and more.

8010. And that will tend more and more to remove the distinction?—If they do. But the question arises, shall we have Secondary Education at all? If free education is given to all kinds of children from all kinds of homes, all public schools must tend to become primary elementary or higher elementary schools.

8011. As we tend more and more towards a system in which primary schools shall exist for the children of all classes, and secondary schools and secondary teaching for the children of all classes, the distinction you now perceive will gradually disappear?—Yes, I suppose it will in the direction I indicate.

8012. At present your idea that there must be a distinction is largely social?—Yes, because it seemed to me that free education was to be given to the poor, and the rich people were to pay for their education which they could adapt to their tastes and wishes.

8013. But the distinction you set up at present is largely social. At any rate it is more social than educational?—I think so.

8014. (*Sir Henry Roscoe.*) Do you know of any other system of training secondary teachers, except that which you have described at Cheltenham College, existing in the country?—Yes, the Maria Grey and the Cambridge Training College. They are not associated with large schools, but students have practising schools to which they go.

8015. I am aware of that. But I refer to similarity to your schools; I mean with regard to teachers having access to good teaching of a high character?—I think they are trying in the Datchelor School to act upon some of the principles I have indicated.

8016. Should you like to see such a system enlarged and made perfect?—Yes. A few large schools might carry it out.

8017. Do you think the university colleges might carry out a similar mode of training the teachers?—They have not a school to work upon, have they?

8018. No, but there are secondary schools in the neighbourhood?—But then these would be practising schools. The university colleges would not have the complete control, and the appointment of teachers.

8019. There would not be a great many in the country where your system could be adopted?—I do not see why a training department should not be added to some of the secondary schools. I should have thought that Haileybury might add on a training department. Mr. Lyttelton has set a wonderful example by undergoing an examination.

8020. Are there schools for girls for which you could recommend such a department?—I do not think there are any schools that have a training department at present, but I do not see why one should not be attached, for instance, to one of the Girls' Public Day Schools Company's large schools, only the headmistress must not attempt to be mistress of method. She must have a proper staff for the training, for watching the students, and hearing them teach.

8021. (*Dean of Manchester.*) Would you wish your own college to come under this central authority?—I should not wish that our college should receive any public funds, and if it did not receive any public funds, I do not see any good in our being put under any other governing body than the one that we have.

8022. Do you contemplate in this placing under the central authority such schools as are something similar to your own, for instance, or Rugby and Eton?—Yes, I think eventually, if they receive public funds.

8023. They receive public funds in the sense in which you use the term in your précis, because you say they have foundations or endowments. Therefore in that sense you would call them public funds?—Yes. We have never received any endowment, and schools that are independent I think should not be under the central authority unless they wish it.

8024. These schools would consider themselves probably on the same lines as you?—No, because they have endowments, and we have no endowments. We have earned every penny that we have.

RELIGIOUS INSTRUCTION AT CHELTENHAM LADIES' COLLEGE.

8025. (*Lady Frederick Cavendish.*) Will you tell us what the distinctive religious instruction given in your school is?—The distinctive religious instruction is Church of England.

8026. Throughout?—Yes.

8027. Both for day scholars and boarders?—Yes.

8028. Have you a conscience clause?—No.

8029. Then are all your scholars Church of England?—No, we have daughters of Unitarian ministers, and ministers of other denominations. We do not throw down bones of contention. We think we are united in a great many things, and that school teaching should not bring in questions that are really fought about. There is quite enough that we have in common. The parents of pupils say that they do not mind their girls sometimes hearing things that they do not agree with. This question has been discussed at the college when our new constitution was framed. We had High Church, Low Church, and Dissenters. They all said, "We had rather have something definite. Our girls may have to hear "some things they do not agree with, but they will not be forced to say "anything they do not believe."

8030. Do not the Unitarians make any objection?—No. When I was going to give a lesson on the distinctive doctrine, I sent word to some Unitarian pupils that they need not come in, and they sent word that they would come. They wished to hear it.

8031. Then you did virtually apply the conscience clause in that case?—You may offer such liberty if you know that you are going to hurt someone's feelings.

8032. Do all your pupils take religious lessons?—Yes, all regular pupils.

8033. You select the religious teachers with great care?—Yes. I may say that we have confirmation classes, to which only the Church of England pupils go, and of course I do not give the sacramental teaching in the general school, but I give it in these special classes. I give Bible teaching, and more practical teaching to the general scholars. We never have any difficulty. Not once in 10 years have I had any difficulty about religious teaching.

8034. (*Dean of Manchester.*) Following up that subject, have you in your examination any of what you may call the non-distinctive part of the religious teaching?—Yes, and we have always a religious examination throughout the college on these general lines.

8035. Of course you keep on the general ground?—No, I do not feel bound to keep upon the general ground. If they come in knowing they will hear Church of England teaching, they are prepared.

8036. But in the examination?—We always have some special examiner chosen for the religious teaching. We never take it as a university subject.

8037. The examiner might put distinctive questions, but they might please themselves whether they answered them or not?—Yes.

8038. In the examination papers there might be some questions which you could not call general questions?—Yes.

8039. But those questions those who did not like them would leave unanswered?—Yes.

8040. (*Dr. Fairbairn.*) May I ask if you properly describe the general religious teaching as Church of England?—Yes.

8041. It is teaching, however, that is not distinctive. "Non-distinctive," I think, your word is?—Yes, it is distinctive. I have a right to teach everything that I consider is found in the doctrine and Prayer Book of the Church of England. I do constantly give lessons on the Collects and Epistles and Gospels. I think we differ from dissenting bodies chiefly upon Church Government and things that are unimportant to school life that we need never bring up at all, and that we hardly ever do.

8042. Then what you mean by distinctive is general?—I do not know exactly what is meant by that. Anything that is in the Prayer Book is considered distinctive, is it not?

8043. Then you confine your teaching to the Prayer Book and homilies?—Prayer Book and Bible, but I should not give all the teaching of the

Prayer Book to those who are Dissenters. I should give that to the special confirmation classes.

8044. Then of course you have the distinctive teaching retained for special confirmation classes?—Yes, the more distinctive.

8045. And the general given to the whole?—Yes, the Bible teaching to the whole, and more special Prayer Book teaching to the Church of England pupils.

8046. Do you describe Bible teaching as Church of England teaching?—Yes.

8047. I was going to ask as to the class of people whom you would call special examiners for religious subjects?—We always have some Oxford examiner, but he is not appointed by the local examination board, I think.

8048. Will you tell us what you mean by special examiner for the religious subjects?—We do not enter generally for the local examinations, but we have an examiner who examines throughout the college and reports to the council.

8049. That examiner is not necessarily in orders, is he?—No, not always. But I think our chairman has some choice in the matter, and exercises some control.

8050. Must your examiner be a clergyman in orders?—I do not think there is any rule made about it at all; but I think he generally has been.

8051. (*Mr. Cockburn.*) Do you make it a condition of appointment on your teaching staff that they should be members of the Church of England?—No, certainly not.

8052. Then you have teachers of all denominations?—I have Dissenters. I have one Unitarian, I know; but they do not take the religious teaching when they are not members of the Church of England.

8053. (*Chairman.*) Am I right in understanding that the religious instruction given, except that which is given at confirmation classes, is religious instruction which would be accepted by all classes of Christians?—I do not say that they would accept the whole of everything that I say. They are not asked to believe every word that I say. I have a right to give instructions in the doctrines of the Church of England and say why I believe certain things, and give some grounds for it. They can accept it or not.

8054. Are you referring now to the general religious instruction?—Yes. I have a right to give any instruction I like that I consider in accordance with the Church.

8055. You consider that you have a right, but in point of fact would you say that your religious instruction was apt to turn upon points on which there was any difference between various bodies of Christians?—I do not know that it need often turn upon those differences, but it does sometimes.

8056. Would it be likely to turn upon them?—Not very often, of course.

8057. (*Dean of Manchester.*) Do you base your teaching on, we will say, the Church catechism?—We do not take the Church catechism in all the classes. Only for Church of England children we take the catechism, and I should never in general classes take the second part of the catechism.

8058. Nor probably the very first?—No.

8059. (*Sir Henry Roscoe.*) Do your pupils go to their various denominational places of worship?—We allow them to do so if they wish it.

8060. (*Dean of Manchester.*) Do they go?—Yes, they do sometimes. If we have governesses dissenters, pupils go with them; if not, we arrange for them to join friends. They very often like to go to church.

8061. (*Mr. Yoxall.*) As the result of your experience in this kind of teaching would you not strongly condemn any proposal to apply a theological test to teachers as a condition of entrance to work in secondary schools aided by public money?—I do not think one ought to do that.

8062. (*Chairman.*) You gave evidence, if I recollect rightly, before the Schools Inquiry Commission in 1865 or 1866?—Yes.

(*Chairman.*) We thank you cordially for your evidence.

The witness withdrew.

C. Bowden, Esq., and T. J. Macnamara, Esq., called in and examined.

8063. (*Chairman to Mr. Bowden.*) You have been President of the National Union of Teachers?—Yes.

8064. And for 26 years you have been headmaster of various elementary schools?—Yes.

8065. For 18 years you were headmaster of the Wesleyan Schools, Gateshead?—Yes, and I am so now.

8066. And you are a member of the committee of the Normal Department of the Durham College of Science?—Yes, and have been so since the Day Training College was established. I am there as a representative of the teachers of the north of England, who have the right of electing one member of the committee.

8067. And you attend here as the representative of the National Union of Teachers?—Yes.

8068. The National Union, I think, has a large number of members?—26,000—an absolute majority of the whole of the certificated teachers of the country.

8069. (*To Mr. Macnamara.*) You are Chairman of the Secondary and Technical Education Committee of the Executive of the National Union of Teachers?—Yes.

8070. And you have yourself been for a considerable time headmaster of a board school?—Yes.

8071. (*To Mr. Bowden.*) The elementary teachers feel great interest in this question of Secondary Education, do they not?—Yes, and they have felt such interest for a great number of years. Ever since the establishment of the Union they have felt great interest in the matter.

8072. And they desire to see the methods of passage from one class of school to another improved and made more easy, both for scholars and for teachers?—They do.

8073. And I understand also that they are in favour of a general system of registration of teachers?—They are.

8074. They think that the system of registration should include teachers in all classes of schools, as well elementary as secondary?—Certainly.

8075. And they consider that primary education would be greatly advanced by being brought into organic relation with Secondary Education?—Yes.

8076. They consider that public money would be thereby saved, and that a larger and fuller career would be opened up to all teachers?—They do.

8077. I understand that their wish is that every kind of education should, within a given area, be thus placed under one local authority?—They wish that one authority should control the education of the country—central and local.

ONE LOCAL AUTHORITY FOR PRIMARY AND SECONDARY EDUCATION.

8078. What are their views with regard to the constitution of that authority?—They say that there should be one authority only, and they think that this is essential. They say that it is essential in order to secure efficiency in schools, because the secondary schools at present are under no proper control or really effective supervision. They say that if there were two authorities to control education, one primary and one secondary, there would be undue competition between the two authorities, as there is at present between those administering the money that is generally called the whisky money, and the school boards. The authorities clash at present, and there is a great deal of overlapping. The county councils are doing work that the school boards are doing. The school boards, being the first in the field, think that they have a right to do the work. They think that if there were one authority instead of there being competition there would be co-ordination, and that the one authority would be able to establish various classes of schools instead of there being rivalry, and the two authorities establishing the same class of schools. They say, too, that at present there is no convenient passage from school to school; that those persons who know the children in the elementary schools know which of them would benefit by Secondary Education; that if there were an authority for Secondary Education only, that authority would have no knowledge of the wants and desires of the parents of the children in elementary schools, and that therefore the arrangements would be made by persons who did not really know what was best for the education of the children of the country. They say, too, that it is very much better that things should grow naturally rather than that they should start from two different points; that if there were a local authority to control Secondary Education, it would deal really more with a class of people than with the whole of the people; and that it would be really class education rather than Secondary Education. They say, too, that a great deal of energy would be wasted as well as public and private money, and there would be a great deal of overlapping. If there were two bodies for the purpose of controlling education, there would be two sets of officials, for example, where one would suffice, and there would be two applications to the rating authority where one would suffice.

8079. And in that way I suppose they think that economy would be best secured?—Certainly.

8080. In what way would they best provide against the danger of schools becoming too uniform?—If there were one authority for a large district it would induce a number of educated persons to become members of that authority. Representing various interests, these people would see that there were various types of schools. No person who is wishful for the good of the country would wish to have our schools made of one uniform character, and I think that if there were a large body, authority being exercised over a great district, there would be much more chance of a diversity of school than there would if there were two authorities. As I said just now, if there were an authority for Secondary Education only, they would deal with it more for class education than for the education of the whole of the people of the country.

8081. What is the area which you would like to see placed under the control of such a local educational authority?—Our conference has more than once decided that the best area would be an administrative county as defined by the Local Government Act of 1888. The Commission of 1868 suggested more than one county, but the population has grown very largely since then, and the distribution of the population is very much different from what it was at that time. At that time practically there was no rural elementary education in the country. We have more than double the number of children in elementary schools; and an authority controlling many counties would be too large for the persons who are members of the authority to have an individual interest in the schools in the division. They would have to depend very largely upon the persons whom they appointed as paid officials for their information, whereas if the area were restricted and yet large enough for other purposes, they would

be able to take an individual interest in the whole of the schools in their division. But although we have suggested that there should be an administrative county there really should be no rigidity in the matter. For example, it would be utterly impossible to have one authority to do the work well in such a large county as Lancashire, with its population of nearly 2½ millions, although there are a good number of county boroughs in that area; and it might well be in such cases that there should be a less area even than a single county. A parliamentary division, for example, would in many cases be very suitable. The areas would then be very largely of the same character all the way throughout the country.

8082. Do you suggest that although the county should be the rule, you would in some cases take the parliamentary division instead?—I should say that personally.

8083. Why do you suggest a parliamentary division?—Because in parliamentary divisions the ratepayers are in the habit of voting together for almost all purposes.

8084. Are they in the habit of voting for any purpose whatever except for members of Parliament?—Perhaps not; but being constituents of one member of Parliament they come more in contact with each other.

8085. Do they come in contact for any purpose except for political organisation?—As a parliamentary division probably they do not, but for all that, the parliamentary divisions have been very largely made because of the homogeneity of the population. They are nearly all either manufacturing districts, agricultural districts, or mining districts. So far as I have been able to judge, it was the purpose of the Commission of 1885 to make that the case. Consequently the interests of the people are very largely of the same character.

8086. Do you know what the average population of a parliamentary division is?—About 50,000.

8087. Do you think that that is a sufficiently large area?—In many cases it would be a sufficiently large area because of the immense district which it would cover. For example, take the Hexham division in the county of Northumberland. That stretches almost the whole length of the county, taking out the Berwickshire division something like 40 miles long by 10 or 15 wide. That would be quite large enough for the purpose of supervision on the part of members of the local authority.

8088. Do you see any reason why the whole county of Northumberland, excluding the county borough of Newcastle-on-Tyne, should not be taken? Will you suggest any reason why it should be cut up into parliamentary divisions?—I should not suggest it for Northumberland at all, because a large part of the population is on Tyneside. The amount of population outside Newcastle and Tyneside is not too large a population to be controlled by one authority.

8089. But even taking in Tyneside and including even the county borough of Newcastle-on-Tyne, do you think that would be too large for an educational authority?—Personally, I should not wish to exclude Newcastle-on-Tyne for some purposes, because it is the only centre for Secondary Education.

8090. That is another question. Supposing, for the sake of argument, you omit Newcastle-on-Tyne, would you consider that the rest of Northumberland was too large to be governed by one educational authority?—No. I would not say so in the case of Northumberland.

8091. Would you consider that in urban areas the parliamentary division should be taken as the local educational area?—I should suggest that all the county boroughs should practically be authorities by themselves.

8092. Then you would not cut up Manchester, for instance, into various parliamentary divisions?—I should not cut up any county borough.

8093. Would you give every county borough an educational authority of its own?—Yes, I should.

8094. And the smaller boroughs you would merge in the county authorities?—If they are already merged in the counties, I should retain them in the counties; that is to say, if they are part of the parliamentary divisions. But in saying that, I should certainly urge that arrangements should be made that there should be a great deal of co-operation in connexion with the county authorities, because of the natural centres that the towns are for the purpose of railway and other communication.

8095. What relation would you establish between the local educational authority of the county borough and the county in which it stands?—I should say this. Take Newcastle as a centre; round about Newcastle there is the Tyneside division; for many purposes Newcastle is much better situated for the purpose of the establishment of secondary schools than any of the smaller places round about. I should say that if the authority in the county wished, it might be allowed to ask the county authority of Newcastle-on-Tyne to provide for a certain amount of Secondary Education for the part outside.

8096. By the county authority of Newcastle-on-Tyne you mean the borough council?—Yes.

8097. Would you then allow the county council and the borough council of Newcastle to deal with one another as independent powers?—Yes; the central authority to arbitrate between them.

8098. What position would you give to school boards in towns where they exist?—In the towns I should make the school board an enlarged body and make that the authority for the purposes of education generally.

8099. When you say an "enlarged" body, do you mean you would make it merely larger in numbers than it is now, or would you otherwise alter it?—I should make it larger in numbers by the representation of educational authorities in the district on the body.

8100. Are you satisfied with the school boards as they exist now, regarding them as a general educational authority?—That is a very difficult question to answer; with some school boards I am entirely satisfied, with many of them I am not satisfied. The method of election of school boards for example is not a good one. School boards do not often represent the feeling of the locality.

8101. You refer to the election by cumulative vote?—Yes.

8102. Would you abolish that?—I should abolish the cumulative vote in school board elections, and at the same time I should make the authority not altogether elective.

8103. Then you really would have a different body from what the present school board is?—Yes.

CONSTITUTION OF LOCAL AUTHORITY FOR COUNTY BOROUGH.

8104. How would you constitute such a body?—I should constitute it by having on it not only persons elected by the ratepayers, but the representatives of various educational bodies in the district.

8105. What do you mean by educational bodies in the district?—(*Mr. Bowden*) The representation of teachers, for example; the representation of different classes of schools, and of necessity the representation of managers of different classes of schools.

8106. Will you give us an illustration. We will take Gateshead. Gateshead is a county borough?—Yes.

8107. How would you constitute the school board of Gateshead?—Gateshead is very peculiar. It is a town of about 92,000 inhabitants just now, and it has practically in it no other kind of education but that which is provided by the school board.

8108. But that is because the Secondary Education of Gateshead is provided practically by the schools of Newcastle-on-Tyne, is it not?—Only partially, with the exception of what the school board itself has

provided, we may almost say that there is no Secondary Education in Gateshead.

8109. (*Lady Frederick Cavendish.*) Except for girls?—There is the Gateshead High School for Girls. That, of course, as Lady Frederick Cavendish, who has been there, knows very well, belongs to the Girls' Public Day Schools Company, and for a long time supplied not only Gateshead, but Newcastle, South Shields, Sunderland, and other outlying districts.

8110. (*Chairman.*) Now let us come back to the question of the constitution of the Gateshead School Board. Taking that as an illustration, how would you constitute the local education authority for Gateshead?—I should allow the teachers of Gateshead to have a representative or more than one representative on the Gateshead School Board as a body. I should allow all persons who are employed in teaching to elect for themselves representatives on the school board.

8111. How many?—The school board is 15. I should always take care that the elected representatives should be in a majority.

8112. By elected you mean elected by the ratepayers?—Yes, elected by the ratepayers.

8113. The representatives of the teachers would also be elected by the teachers?—Yes.

8114. Those chosen by the ratepayers would be in a majority?—Yes.

8115. Now, how would the school board otherwise be composed? You have not told us how many representatives you would give to the teachers?—I have not thought of the matter as to how many I would elect for Gateshead, because of the peculiarity of Gateshead. I should have to take it generally. Generally, I should say that the members elected by the ratepayers would be in a majority.

8116. But still it is important to know, with regard to the constitution of this body, what proportion of representatives you would give to the teachers?—Then it would be better to take another borough, in order to illustrate it a little more clearly. Taking the county and city of Newcastle-on-Tyne. There there is a grammar school, the University College, that is, the Durham College of Science, a part of the University of Durham, there is another endowed school—the Dame Alban Endowed School, There are several private schools, there is the Bath Lane Science and Art School, which is largely a secondary school, and which is developing into a sort of university college, there are board schools, and there are private schools. There are various classes of what are called secondary schools, and there are various classes of board schools and voluntary schools. The authority now consists of 15 members. If it were an authority consisting of 29 members I should give the whole of the schools 14, and divide them according to the proportion of the population and the teachers employed in the various classes of elementary schools and in the various classes of secondary schools.

8117. Then your idea of a school board for Newcastle would be that it should consist of 29 members, 15 elected by the ratepayers and the remaining 14 elected by the teachers?—Yes. They would include in the teachers the university which is in the midst as well.

8118. Do you consider that the representatives of the teachers would be chosen by the teachers themselves or would be chosen by the governing authorities of the schools or institutions?—The managers of institutions would have a right of representation as well as the teachers, and you must divide the representation between the 14. I think it is necessary that there should be teachers elected upon a governing body.

8119. Can you indicate to us how many of the 14 would be elected by the teachers and how many would be elected by the governing bodies because they would not necessarily tend to choose the same persons?—I should say that you might divide the 14 equally between the teachers and the governing bodies.

8120. Then you would not give any representation to the town council?—The town council does not need to be represented, I think, when the persons are elected by the ratepayers.

8121. You would think that the element of ratepayers is sufficiently represented by those whom they choose?—Yes, those who are elected by the people themselves.

8122. Now take the case of a proprietary school like those of the Girls' Public Day Schools Company. Would you allow the Girls' Public Day School in Newcastle to nominate a member?—They would be among the class of secondary schools, and if there was not a sufficient number to represent each one individually then they should select them as a body.

8123. Would you not be under this difficulty, that these institutions sometimes appear and disappear, and you would have a considerable indefiniteness in the educational authority. It might consist of a larger or smaller number of persons?—It is not often that bodies like the Girls' Public Day Schools Company come to an end.

8124. I am not speaking of the Girls' Public Day Schools Company as a whole, but of a given proprietary school in a particular place. Your suggestion, as I understand, covers any considerable proprietary institution within the area?—I am under the impression that if there are any of these schools they will become part of the public provision for Secondary Education in the future, and they will take care if the owners wish the schools to come to an end they will be handed over to the educational authority.

8125. But you must contemplate the case of a new proprietary institution being created, must you not?—When Secondary Education is organised I do not think there will be much possibility of proprietary institutions being established. In Gateshead, for example, at the present time a higher grade school has in a great measure supplied the Secondary Education wants of the people of Gateshead. We have had a boys' school which will come to an end with the end of the present term. It is a school that was established with a capital of some 10,000*l.*, and the school has now been purchased by the school board for the extension of the higher grade education in Gateshead.

8126. But you consider that the public organisation of Secondary Education would prevent in future the establishment of new institutions, either by private persons or by groups of private persons?—Private persons would try to establish such institutions probably. They might think there was an opening for them, but they would do it on their own responsibility, and those persons would have no voice in the appointment of a representative in connexion with the local authority, as there would be registered teachers, I hope.

8127. Would you propose that the members of this body should all retire at once and be re-elected, or would you have them retire in groups?—I should not have them retire altogether the same as they do at the present time. In that way you do not provide for any continuity of the policy of the board in any way.

8128. Would you not think 29 somewhat too large a number for Newcastle-on-Tyne?—I do not think so.

8129. How would you constitute your authority for a county?—According to the population of the county, I should decide upon the number to be elected by the ratepayers, taking care that they shall be a majority.

CONSTITUTION OF LOCAL AUTHORITY IN A COUNTY.

8130. (*To Mr. Bowden.*) Would you, as in the case of your suggested plan for Newcastle, make it a bare majority?—I think a bare majority would be sufficient to give the ratepayers power over the purse.

8131. You would prefer a direct election by the ratepayers to giving the council, as the existing local authority, the power of appointing a certain number of members?—I prefer a body elected for the purpose of education pure and simple. I think the authority should be elected *ad hoc*.

8132. Then do you disapprove of the suggestion that the county council should nominate a certain number of persons?—If it were put to me as an alternative whether I would have a body elected directly by the ratepayers, or have the county council at present.

8133. I am not suggesting the county council at present—I am putting to you a body directly elected by the ratepayers, or a body on which a certain number were appointed by the county council?—I should prefer myself, certainly, that the persons should be elected for the purpose of education only.

8134. Then you would give the county council no representation upon the body?—I do not think they would have any necessity to have any representation on the body if the majority were elected by the ratepayers.

8135. You do not think that there is any force in the argument that the county council would be likely to select persons who would possess educational knowledge and interest?—Many of them do not possess educational knowledge and interest. No matter how good the intention of the county council may be, they do not possess such persons.

8136. Who do not possess them?—The county councils do not as a rule possess persons whose knowledge of the educational question is such that they ought to be entrusted with it.

8137. You are speaking of the members of the county council?—Yes.

8138. But that was not my question. My question was with regard to the persons appointed by the county council?—The only reason for appointing them would be because of the money supplied by the county council for the purpose of education.

8139. I ask you whether you think there is any force in the argument that you would secure a larger number of persons who had special knowledge of and interest in education if you allowed the county council to select and appoint a certain number of persons?—Do you mean, instead of the election of members by the ratepayers?

8140. Yes. I am putting that to you as an alternative to the proposal of the members elected directly by the ratepayers, and asking which would be the better?—I think the direct election by the ratepayers would be the better.

8141. You think that in that way you would get persons better qualified to deal with educational questions?—Not always, but their views would be corrected by the representatives of the educational bodies who would have the power of electing the remainder. Say, for example, if you had 29 members, 15 to be elected by the ratepayers, there might be seven or eight of them thoroughly well acquainted with the subject of education. These, together with the representatives of the teachers and other educational bodies, would be calculated properly to carry out educational work in the county.

8142. The bodies that you describe as educational bodies in a large county, like Lancashire, for instance, might be extremely numerous?—The persons elected would be representatives in a representative capacity then. They could not all be individually represented on the body.

8143. In that case you would propose to transfer the present local taxation grant to these new bodies and take it away from the county council?—Yes, I should at once transfer it to the educational body.

8144. That is to say, you would give the county council no longer any share or voice in its distribution?—None at all, but the new body would take over the responsibility of the technical education committees of the county councils.

8145. And the same, I suppose, would apply to the county boroughs?—It would. In some places the county boroughs have handed it over already to the educational bodies. They have, for example, in the city of Newcastle-on-Tyne.

8146. The whole of it?—I believe, with the exception of a few hundreds of pounds for administrative work, clerking work, they have handed it over to the persons who are carrying on the education of the district.

8147. To whom have they handed it over?—The technical education committee distributed it.

8148. That is not what I mean. The Technical Education Committee of the local authority distributed it for various educational purposes?—Yes.

8149. But they have not handed it over to any other local authority to distribute it?—No. They called a council of experts from outside to say how the money should be dealt with, and they carried out the wishes of the experts.

8150. But the distribution is their act?—Yes.

8151. Then they have not parted with the distribution of the money?—They have not parted with the distribution of the money, but practically they say, "We do not know how it ought to be distributed, and we had "better hand it over in this way. We hand it over and we will take no "part practically in the distribution of it." They have transferred their function.

8152. They have taken the advice of experts?—Yes; and the body I would select would be a body of experts who would not need to call in outside people to do the work.

8153. Do you think the educational body you would propose would be a body of experts?—I feel sure that it would be. If I had the drafting of the Bill I would take care that it should be only experts who should get on to the body.

8154. How would you secure that?—If you give the power to the Associations of Teachers, or those who are registered, they certainly will not appoint anybody but an expert. Then, again, the governing bodies of institutions would certainly not appoint anybody but experts. The College of Science, in Newcastle, for instance, would certainly appoint one of its own professors on the body, or several of its professors.

POWERS OF LOCAL AUTHORITY.

8155. What would be the powers you would give to this proposed local authority?—I should transfer to the local authority the whole of the powers over education throughout the whole of the district. Personally I should give to it the control of the whole of the education in the district.

8156. Primary and secondary?—Primary and secondary from the bottom to the top.

8157. Then it would absorb, of course, the functions of the existing school boards in boroughs?—Yes, the new board that I would call the Board of Education, would absorb their functions immediately.

8158. What would its relation be to voluntary schools? Would it hold the same relation thereto as that of the school board now holds, or would you make any difference?—There would be this difference. The managers of voluntary schools would be able in their representative capacity to appoint a member of the local authority. The Board would have the control of the whole of the education, and they might make the managers of those schools managers under the authority. Any persons might transfer their school to the school authority, and still be retained as the managers of that school.

8159. Would you give this new educational authority rating powers for educational purposes?—I think that the people who require Secondary Education have as much right to a share in the rates as those who share in the rates at the present time, and to the same extent. We have come to the conclusion that in the case of children who have to go to work at 14 years of age, say, it takes a certain amount of money to educate them up to that time. I say that the persons who require Secondary Education

have as much right to share in the rates to that extent as the poorer class of people have.

8160. What do you mean by "to that extent"?—Say the buildings for elementary education are provided out of the rates. Necessary buildings for Secondary Education ought to be provided out of the rates too.

8161. The money which previously came from fees is now provided in elementary schools by a national grant?—Yes.

8162. Would you apply that principle also to the case of Secondary Education and relieve parents from paying fees at secondary schools by a grant from the national exchequer?—To the same extent.

8163. What do you mean by "to the same extent"?—To the amount per head that is required for the teaching of children in the elementary schools.

8164. That is to say you would free the secondary schools by so much as would provide an elementary school education?—Yes.

8165. And the balance you would leave still to be paid by the parents?—Yes, except so far as Secondary Education was required to be provided for the children of poor people.

8166. That is to say, you would put all taxpayers, whether they paid much or little in the way of taxes, on the same level, by giving them an equivalent grant in lieu of fees for education?—Yes. We do that at the present time, except that we tax the middle-class person who wants Secondary Education and give him no return for it.

8167. On your plan you would not give him the whole of education free, but only an equivalent of what is given now in the way of elementary education?—I should only give him the equivalent.

8168. And the rest he would pay still in fees?—He would pay the rest in fees. The Board would take care that there should be a free way for the children from the elementary schools to the secondary schools, and that this provision should be made by the State, or by the rates if necessary.

KIND OF SECONDARY EDUCATION MOST NEEDED.

8169. What kind of Secondary Education, in your view, most needs to be provided at present?—The secondary schools at present do not supply the wants of the vast majority of the people. They are insufficient in quantity in many places. Take, for example, the borough of Gateshead, where we have no provision except what I may call a first grade school for girls, that is, that which is provided by the Girls' Public Day Schools Company. The provision is wholly unsuitable in quality or aim; that is to say, the schools are mainly classical schools and that is not what is required by the great bulk of the people. The schools are inconveniently placed. In many places there are no schools at all. I was asked at the beginning of this month to take part in a secondary and technical education conference, and the chairman of the technical education committee represented to me that in that county they had no provision at all for Secondary Education with the exception of private schools.

8170. In the whole county?—Practically in the whole county.

8171. Were there no grammar schools in the county?—One small grammar school and one small school provided by the Girls' Public Day Schools Company. The chairman of the technical education committee of that county said their work was hampered very largely through the want of Secondary Education. I think, therefore, that the kind of education that is required is that which will best meet the wants of the people at the present time. We have not very many persons actually going to the universities out of the population. We have only at the outside 3,000 persons going to the universities. There are about 1,000 fresh men at Oxford, and 1,000 fresh men at Cambridge every year, and if you take 1,000 for the other universities and university colleges we practically have 3,000 persons going to the universities every year. The majority of the people want their children not so much to go to the universities as to get that education which will enable them to take their places in the industrial

occupations of the country. Therefore, that education is best for them which will fit them out for that work, and I think the schools of the type called the higher grade schools are serving that purpose admirably throughout the country.

HIGHER GRADE ELEMENTARY SCHOOLS: THEIR DEPENDENCE ON SCIENCE AND ART GRANTS UNSATISFACTORY.

8172. Have you any observation to offer as regards improvements that might be introduced in the higher grade schools?—Yes. They are dependent now entirely for their maintenance, with the exception of the small fee which they are allowed to charge, upon the Science and Art grants. It is not fair that the education that is given should be compelled to be of that character which would make them able to earn a lot of money. They can get no money now for maintenance except from the Science and Art Department.

8173. From what source would you propose to provide them with more money?—I should say that the new central authority which I would provide would be not for science and art only but for higher education, if you like to call it so, that is, education higher than that of the elementary school; and I would transfer the money that is now given to the Science and Art Department to the new central authority, and ask them to distribute it not for science and art education, but for general education.

8174. You mean that you would turn over the same money which is now spent in science and art grants to the central educational authority, to be distributed for education generally and not specially for science and art. Is that what you mean?—Yes, that is what I mean, generally. The children in organised science schools, which are practically the higher grade schools in the country, have to take 15 hours a week for science only. I do not think that is altogether suitable for girls who are not intending to follow out science eventually. The money would be just as appropriately spent, as by the Science and Art Department, if this higher education were made much more literary than it is at the present time.

8175. You think that the Science and Art Department have had a tendency to make the education given in the schools which they support too scientific?—It is of much too scientific a character. At present my own girl is going to a higher grade school. She spends 15 hours a week in learning science only, which is not altogether of the greatest advantage to her at the present time for the work that she will follow in a few years.

8176. (*Mr. Cockburn.*) Will you permit me to interpose, just to prevent a possible misinterpretation here. She goes to an organised science school, and hence the necessity for the 15 hours. If she went to a higher grade school in the sense in which you use the term she would not have to give 15 hours?—I do not know of any higher grade schools for those who have passed the Seventh Standard which are not science and art schools, in order that they may get the grant.

8177. Then your girl has passed the Seventh Standard?—Yes; she holds a scholarship in the Organised Science School, and is a candidate for a science and art scholarship this year.

8178. (*Chairman to Mr. Macnamara.*) Have you any observations to offer as regards the higher grade elementary schools?—Yes; I quite agree with Mr. Bowden as to the necessity of widening the curriculum on the modern side, so as not to leave it entirely scientific. I certainly think that the central authority of the future, in expending the grants which are now expended by the Science and Art Department, should make grants for instruction given in modern languages, commercial arithmetic, commercial geography, and so on. I think it is obvious that the pupils of the organised science schools should not devote their time entirely to scientific training. That is the only observation I have to make.

8179. You do not think that these subjects, which you describe as commercial subjects, can be made self-supporting?—I do not want to make them self-supporting.

8180. But do you or do you not think they can be made self-supporting; that is to say, do you think that parents are willing to pay enough to enable education of the proper quality to be given? Can parents be induced to do it?—I do not discuss the question. I simply do not ask that this instruction should be self-supporting.

8181. Of course you need not answer my question unless you like, but what you have said does not answer my question?—You want to know whether I think that these subjects ought to be made self-supporting?

8182. No; I ask you whether they can be made self-supporting, which is quite a different thing?—I do not know whether they can or not. I say there is no need to make them self-supporting.

8183. Have you any other observations to offer with regard to higher grade elementary schools?—I think it is very desirable to establish, in localities where they do not exist, secondary schools of the type of those schools which have been specially organised for the instruction of children who have passed the standards set forth in Schedules I. and II. of the Day School Code. But I go on to limit that by my previous statement that these schools should adopt a more all-round curriculum, and not be devoted to science only; and I think, too, that in the rural districts, where the problem is confessedly a difficult one, this need might be most conveniently met by the grading of existing public elementary schools in such districts, so that some, or parts of some, should be adapted to the work of Secondary Education of a distinctly modern and commercial character.

PROVISION OF SECONDARY EDUCATION IN RURAL DISTRICTS.

8184. (*To Mr. Bowden.*) Have you any observations to offer as to the best way of providing Secondary Education in rural districts?—The districts are many of them so far away from towns that it will be utterly impossible, except at a very great expenditure of money, to provide the Secondary Education in those rural districts. I think the practice of the counties of Banff and Aberdeen might be followed.

8185. You mean the Dick bequest?—Yes. The Dick bequest satisfies very largely the requirements of Secondary Education in those districts. At the last congress but one of the Scotch Institute, where I represented the National Union of Teachers, I was told that there were more university scholars from those two counties than from any part of Scotland with a similar population, through the influence of the Dick bequest. I think it will be necessary for the new authority to consider some plan similar to the Dick bequest, which gives a certain sum of money to the schools rather than to scholarships, in order that they may obtain the services of an extra teacher in order that the few scholars who would not get proper attention might be thoroughly well attended to in the smaller country places.

8186. What you wish, in fact, is to superadd, not exactly a secondary department to those schools, but to secure that the teachers in them should be thoroughly capable of giving Secondary Education, and should be paid upon that basis?—That the teacher of the school should be assisted by an extra teacher, who should devote his time largely to those children who were receiving Secondary Education. Or the head teacher of course might do it.

8187. That would really have the effect of superadding what might be called a secondary department to the school?—It would be a secondary class, and would answer the purpose admirably in many districts. Then, again, where there is a group of villages together, one school in the district might be made a kind of higher grade school. One village might be taken from the group, and the distance to be travelled would not be any too much for country children of the age of 13 or 14; and that would supply a good deal of the want. I see no other way, because of the want of railway facilities, for supplying Secondary Education to a very large part of our agricultural population.

8188. And you think that would be better than the system which has been proposed of having small scholarships to take them to a central

county school ?—It would be utterly impossible in many of the villages for them to get to any school.

8189. I am talking of scholarships to enable them to go and board ?—The two things might go along together. There should be scholarships for the better of them, and there should be extra teaching for the great bulk of them. The great bulk of them would be required to go to work, and, in my opinion, it ought to be only in the case of very clever children that the scholarships should be given for the purpose of carrying them on to secondary and technical schools.

8190. You consider that, in addition to the provision to be made for scholarships, it is desirable to make some further provision for the children in rural elementary schools ?—Yes, and for that reason I say that no authority for the control of Secondary Education could do that except one extending over a wide area. One of the principal reasons why I contend strongly for a large area is in order that the cost of this might be distributed over a large area and not confined to a little one.

CONSTITUTION OF LOCAL AUTHORITY. (MR. MACNAMARA.)

8191. (*To Mr. Macnamara.*) Have you any observations to add to those that have been made by Mr. Bowden upon the question of local authorities with which he has dealt ?—I quite agree with Mr. Bowden as to the absolute essentiality that all forms of education in each locality shall be under one control. That is the beginning and end of the whole problem, from my point of view, having regard to the desirability of grading the schools and assimilating the curricula, so that a clever child may pass on with as great facility as possible to the highest grade. I think that unless you do secure that, you fail to secure a proper linkage of schools and a proper passage for bright children. But, having said that, I disagree with Mr. Bowden as to the constitution of the local authority. I think the *ad hoc* election is a most desirable one, but I think it is not at all practicable. As far as I am personally concerned, I think we should evolve matters out of existing authorities in this country rather than endeavour to introduce some brand new machinery for the work. I think the other most desirable, but I say again it is not practicable. I say that what we want to do is to take all the existing educational authorities and from those establish a composite board in each locality. I would take some from the county councils, and some of course from the school boards and so on, and above all things, I would take some representatives from the teachers. I may say that I was translating the provisions of the Canton of Zurich a day or two ago, and I found this in connexion with the district councils: "The President "of the teachers' council for each district is by virtue of his office a "member of the school board for the district. In addition, a number of "teachers, varying from four to ten in each district, are chosen by their "fellows as members of the school board for the district. On the central "school board, besides the members chosen by popular vote, the following "are empowered to take part in the debates, but have no vote: the "presidents of the teachers' councils in the districts, the president of the "teachers' council for the town, and a member chosen by the residents of "the district school boards." I think you have there a full indication of the need for the experts to be represented, and I may say that it has worked out in this country in connexion with elementary education most advantageously. In London we have had examples of some of the best men of the London School Board who have been practical teachers: the late Rev. Mark Wilkes, and Mr. Heller, the late secretary of the National Union of Teachers, and several of the present members of the Board: in Bradford, Manchester, Bristol, and probably in other towns that I am not in a position to quote offhand, a practical expert on the educational board, a school board in this particular case, has given most valuable assistance in endeavouring to formulate a sound educational policy. The only point on which I disagree with Mr. Bowden is the constitution of the authority.

8192. Will you give us an instance of how you would constitute your authority ?—Take the case of Bristol. I would have representatives of

the Bristol Town Council; representatives of the Bristol School Board; representatives of the governing bodies of the endowed and secondary schools; representatives of the elementary school teachers; representatives of the secondary teachers and of the professoriate of the University College. In that way I would constitute a composite board, and I want to say this too: that the board should, in my opinion, have the right to issue precepts upon the local rating authority.

8193. (*Mr. Cockburn.*) Even though not elected by the ratepayers?—There would be a considerable proportion elected by the ratepayers.

8194. In addition to the units you have been speaking of?—Yes.

8194*a*. (*Chairman.*) What is your objection to taking the school board and making it the local educational authority?—I do not think the school boards are competent, as at present constituted, to deal with all forms of local education. I think you would need to bring in, in order to give confidence in their administration, persons more closely associated with secondary and higher educational work; and certainly you would need to secure the presence of the practical expert. I am well aware that in Scotland the burgh school boards have control of all forms of education, but the case is not parallel, because you have a much more lengthy sentiment in favour of education, and a better system under which elementary, secondary, and university education have been a part of the everyday rights of the people.

8195. You are also aware that there exists some difference of opinion in Scotland as to the working of the present system?—So far as I am aware the burgh school boards, which are administering Secondary Education, are doing the work very well; but again I point out that you are not dealing with the same class of people; you are not dealing with the same sentiment in favour of education; and you are not dealing with the same history in respect of education in England as you are in Scotland.

8196. Do you agree with Mr. Bowden's objections to the cumulative vote and the election of school boards?—Yes, most strongly.

8197. Do you accept the view that the education ought to be paid for by the State in secondary schools to the same extent as that to which it is paid for in elementary schools?—No, I have not considered that question, I ought to say that I think that in every secondary school that will be aided by the State it is essential that a certain proportion of seats should be open to absolutely free scholars.

8198. But otherwise you would not feel that the State was bound to pay for Secondary Education?—I think if you made the State pay for Secondary Education entirely just now you would do a certain injury to the progress of education. I observe that where school boards are very anxious to establish free higher grade schools, however desirable that may be, they cause a feeling against the movement, and when you come to sum it up it comes to this, that they have by that endeavour put back educational progress. Many of the ratepayers, however wrong they may be, object to the higher grade education being entirely free, and the consequence is that the movement is retarded. My opinion is that there should be in every school a certain number of seats absolutely free.

8199. Do you know the circumstances of Sheffield?—Do you mean in connexion with the higher grade schools?

8200. In connexion with the action of the school board with regard to its support for Secondary Education?—No, I do not. (*Mr. Bowden.*) I am not aware that there are any school boards in the country that have wished absolutely to establish free higher grade schools. Personally I do not know of any one case. I know very well that the action of the Education Department has restricted the amount of fees that they have wished to charge in one case in the higher grade schools, and that has caused a great deal of friction in the locality, because the parents were not allowed to pay a part of the cost, and the whole of the cost was allowed to come

upon the ratepayers. Take Ipswich, where the board were allowed to charge a penny fee when they wished to charge the highest fee allowed by the Code of Regulations in the Education Act, 1890.

CENTRAL AUTHORITY. (MR. BOWDEN.)

8201. (*To Mr. Bowden.*) What is your view with regard to the constitution and powers of a central educational authority?—We have so many central authorities controlling education at present that I think it would be extremely desirable if the powers of those various authorities were amalgamated. We have the Education Department; we have the educational side of the Charity Commission; and we have the Science and Art Department. The first and the last of these act very largely independently of each other. Neither of the two latter is responsible to Parliament in the way in which I think it ought to be, and I think that there should be a central authority having absolute control of education of all kinds and responsible to Parliament. I therefore think that there should be a Ministry of Education established, and that this Ministry should be assisted by a council which should be at least an advisory council, if nothing else.

8202. How would you compose that council?—I should say that the highest officials of the Education Department, the highest officials of the Science and Art Department, and the highest officials of the Charity Commission should join together, and their head should be the Minister of Education, and he should be responsible for educational work throughout the country.

8203. Would you keep up the Science and Art Department as a distinct thing at all?—I do not think there is any necessity for keeping it up at all. It would be only a branch of the work under the control of the Minister of Education. At present it is practically an irresponsible branch.

8204. Would this council consist of any persons besides these officials?—Yes, these officials should be assisted by an advisory council.

8205. How would the council be composed?—It would be composed of the representatives of the various universities, and of the various educational bodies throughout the country, and representatives of the local authorities.

8206. How large a body are you contemplating by your advisory council?—An advisory council of any size from 50 to 100, that would meet twice a year only; or 50 for a maximum. It should represent the various universities. I have not here the Bill for Registration that was brought in by Mr. Acland in 1891, and I do not exactly remember the numbers, but that would be a council similar to what I should wish for the purpose of an advisory council, with the addition of representatives of the local authorities.

8207. How large do you think the whole council should be. You say 50 plus the representatives of local authorities?—There are 28 persons mentioned in the Teachers Registration Bill, with this addition, "represen- "tatives of other bodies may be admitted by the council." That, when we think of the enlarged powers that I should give to the council, and the fact that the Science and Art Department and the Charity Commission would be added, and the representatives of the local authorities would be added, would bring up the council to about 50.

8208. Then the number of 50 would include the representatives of the local authorities?—It would include the representatives of the local authorities.

8209. You have not thought how you would represent those local authorities, have you?—It would just depend upon the number to be appointed.

8210. By local authorities I presume you mean the local authorities whom you have been sketching out for us already. They would be very numerous all over England, would they not?—We have not yet decided how many local authorities there are to be.

8211. But they would be at least as numerous as, and probably more numerous, than counties, and also there would be the borough authorities?

—You might give to them a representation similar to the representation you give to the universities; four, six, eight, or ten, according to the number of local authorities.

8212. And this body would only meet twice a year, and when it met I suppose it would be rather in the nature of an assembly for discussion than a body to take any action?—The absolutely administrative work would depend upon the Minister of Education, but I think we should find that this parliament of education, practically meeting for, say, a week at a time twice a year, would be of such a character as to impress upon the Minister the necessity of giving effect to the views of the parliament so far as schemes and other things are concerned.

8213. Do you think that schemes and such things could be well discussed in so large a body meeting very rarely?—It would be advisory rather than anything else. You must give a large amount of authority to the local people. They know the wants of the localities better than any central authority can, and I should not ask that the powers of the new central authority should be at all comparable to the powers that it has over primary education at the present time. For instance, it should not restrict the local authority as to the amount of fees that they should charge for certain schools, and it should not restrict the local authority as to the class of schools that should be established. They themselves would know better than the central authority what was good for the locality, and the new local authority, being a very large one, would not be subject to the whims and fancies of the ratepayers, as school boards are at the present time.

CENTRAL AUTHORITY.

8214. (*To Mr. Macnamara.*) How far do you agree with the plan of the central authority which Mr. Bowden has sketched out?—I am afraid I do not want one quite so big as all that. I want it more as an administrative body—practically administrative. In the first place I would amalgamate the three departments, the Education Department, the Science and Art Department, and the Charity Commissioners; and again I would add educational experts. I do not know that I would add any representative of the local authority. They will be represented, of course, indirectly by the representation they will send to Parliament which will determine in the long run the character of the three departments we propose to amalgamate, and they would be able then to conduct the ordinary administration work for the whole of education, after the manner of (although in a different manner from) the way in which it is conducted by the Committee of Council. I may say that I consider the Committee of Council on Education is one of the most preposterous institutions in the country. I believe it is composed at the present moment of the Prime Minister, the Lord President and the Vice-President of the Council, the Secretary for War, for the Colonies, and for the Home Department, the First Lord of the Admiralty, and, I believe, the Chancellor of the Exchequer. Those gentlemen constitute the Educational Council of the country. I conceive them to be a most ridiculous institution. (*Mr. Bowden.*) I should like to point out, too, that the council is absolutely dependent upon its servants for the advice that it gets as to what shall be carried out in the country; that is to say, that if it requires anything with respect to the examination or inspection of schools it goes to its own inspectors for that purpose. It does not take into consideration at all the wishes of those who know the practical side of the work of education, and for that reason I should not be content with any central authority which did not include a large proportion of representatives of those who are actually engaged in the work of teaching at the present time. And, as the local authorities would come under the control of the central authority, in some respects, I think, they would have just as much right to representation on that body as would the teachers who are actually engaged in teaching.

8215. (*To Mr. Macnamara.*) I understand your view to be that there ought to be added to this council a number of experts?—Yes.

8216. You mean by experts persons elected by the educational profession?—Yes.

8217. How would you do that? Would you give the whole body of registered teachers a certain number of representatives?—I think the register would present a very fair franchise for you to work on. That would be a very fair constituency.

8218. Would you give any representation to the universities?—Yes.

8219. And to university colleges?—Together with the universities, yes.

8220. Would you have any Crown nominees?—That is a question I should like very carefully to consider. I am afraid I could not answer that offhand.

8221. What you chiefly desire is to see representatives of the educational profession?—No, not chiefly; I want to see representatives of the present three departments as well, of course.

8222. You wish them to be members of the council as well as administrators?—Yes. (*Mr. Bowden.*) The reason I wish that this council shall be rather an advisory council than an administrative body, is the fact that the person who would be at the head of this council, that is, the Minister of Education, might, in his own individual opinion, come in conflict with the opinion of the council, and he would have to speak for the council in the House of Commons upon something that he did not agree with.

8223. You mean, in other words, that he could not be responsible to two masters: he could not be responsible to the House of Commons, as every Minister is, necessarily, on the scheme of our constitution, and also to his council?—That is so.

8224. (*To Mr. Macnamara.*) What powers would you give to this council; would you make it a purely advisory body, or would you give it *quasi*-administrative functions?—I would give it the administrative functions now possessed by the three departments.

8225. Then are you not contemplating a much smaller body. If you would give it such administrative functions you must contemplate a smaller body than 50?—Yes; I started with that.

8226. About how large would you like to have it?—I could not say offhand; probably about 25 to 30 persons would be quite large enough.

8227. Suppose, then, a council of 25. You would require the consent of this council to a certain number of administrative acts in the sphere of education?—To the extent that you require the consent of the present three departments.

8228. What you describe as the present three departments (or at least two of them) are now nothing but the Vice-President of the Council. It is only the Vice-President of the Council under those names. You would not substitute this proposed council of yours for the present Vice-President, would you?—No, I would make this council take the place of the present department and complete it entirely.

8229. I do not quite understand whether you mean to convey that the Vice-President of the Council now, who does so many things by a stroke of his pen, would require in future to have a vote of this council of 25 before he could do those things?—No. My council would be administrative and advisory, to the extent that the Science and Art Department is to day, for instance, and it must be so necessarily in the present constitution of parliamentary powers.

8230. It would be a body whom the Vice-President would consult, but by whose opinions he would not be bound?—Yes. (*Mr. Bowden.*) In that case Mr. Macnamara and I agree. I think the Minister of Education should not be actually bound by the votes. (*Mr. Macnamara.*) As far as I can see all I differ from is this: I do not see the need of bringing up repaesentatives of the local authorities.

8231. Also you differ as regards your ideas of numbers?—Yes.

Adjourned to Tuesday next at 11 o'clock.

TWENTY-FIRST DAY.

At Westminster Hall, Tuesday, July 10th, 1894.

PRESENT:

THE RIGHT HON. JAMES BRYCE, M.P., IN THE CHAIR.

The Right Hon. Sir J. T. HIBBERT, K.C.B., M.P.
The Hon. and Rev. EDWARD LYTTELTON, M.A.
Sir HENRY E. ROSCOE, D.C.L., M.P.
The Very Rev. The DEAN OF MANCHESTER, D.D.
The Rev. A. M. FAIRBAIRN, D.D.
Mr. RICHARD C. JEBB, M.P.
Mr. HENRY HOBHOUSE, M.A., M.P.
Mr. H. LLEWELLYN SMITH, M.A.
Mr. GEORGE J. COCKBURN.
Mr. CHARLES FENWICK, M.P.
Mr. J. H. YOXALL.
The Lady FREDERICK CAVENDISH.
MRS. BRYANT, D.Sc.
Mrs. HENRY SIDGWICK.

The Hon. WILLIAM N. BRUCE, *Secretary.*

D. FORSYTH, Esq., M.A., D.Sc., and JOHN BIDGOOD, Esq., B.Sc., called in and examined.

8232. (*Mr. Hobhouse to Dr. Forsyth.*) You and Mr. Bidgood appear on behalf of the Association of the Headmasters of Higher Grade and Organised Science Schools?—Yes.

8233. You, I believe, are Principal of the Higher Grade School in Leeds?—Yes.

8234. And the President of the Association?—Yes.

8235. (*To Mr. Bidgood.*) You, I think, are the headmaster of the Gateshead Higher Grade School and the Secretary of the Association?—Yes.

8236. Perhaps you would state, in the first place, the constitution of your Association, the number of schools of which it is composed, and their character?—There are about 45 members of the Association. We comprise the headmasters of certainly all the most important of the higher grade schools in England and Wales and some of the smaller ones. We have, in addition, a few members from Scotland, and we also have a few members who are headmasters of technical schools. The main body of our members are headmasters of English higher grade schools.

8237. What is the number of your members?—I cannot say exactly, but about 45. It is under 50, certainly.

8238. And the schools represented are higher grade elementary schools and some secondary schools?—(*Dr. Forsyth.*) We do not know the distinction between higher grade elementary and secondary schools.

8239. I mean some schools that are under school boards and some schools that are not?—Certainly. We could send you a complete report of last year's meeting, giving you a list of all the schools that are attached to our Association.

8240. I understand that you have drawn up, for the benefit of the Commission, a list of the schools that you represent?—Not all of them. All have not sent us in returns.

8241. Then these are merely specimens?—We sent out circulars after we received the intimation that we were to be called before you. These circulars were filled up by various teachers, but some were not filled up, and so our list is not as full as we should have liked to present to the Commission.

8242. I suppose we may take your list as fairly representative of the different types of schools?—You may.

HIGHER GRADE ELEMENTARY SCHOOLS: THEIR CHARACTER AND AIMS.

8243. Perhaps you would explain the condition or the character of these higher grade schools and their aims?—The first aim of the higher grade school is to carry on education beyond that which is understood as merely elementary. Most schools in England carry on the children to, say, the Sixth Standard—seldom higher—and a higher grade school is to carry them further forward, in some cases this carrying forward may be only for a year or two, and in some cases it extends to four years or five. The second aim of the higher grade schools is to make this education as well fitted for the purposes of such children as they possibly can, I mean fitted for their future occupation.

8244. At what age do the children enter these higher grade schools?—In some schools they enter after passing the Sixth Standard, in some in the Fourth, and in some schools like mine in Leeds there are children from the very earliest standards.

8245. Then you take them from the Fourth Standard onwards?—Yes; under the Education Department up to and including the Seventh Standard, and then several years beyond that.

8246. And to what age do you continue them?—Up to 16 or 17 years of age. It varies in some schools.

8247. I suppose the schools differ very much in different towns?—Very much, according to different circumstances; according to the length of the curriculum and according to the needs of the locality.

8248. In some schools the pupils are taught partly under the Code of the Education Department, and partly beyond the standards?—That is so.

8249. Of course when you get beyond the standards you come under the Science and Art Department?—That is the only Government Department that recognises us.

8250. And do pupils join these schools at all ages?—At all ages and all stages.

8251. You consider that one of the great merits of your schools is that there is a continuation of education without any break?—Yes, without any breach of continuity.

8252. Do all your pupils come from elementary schools?—Not all. A good number, of girls particularly, come from private schools. I mean by that, not private schools such as high schools for girls, but private schools that are largely existent in many English towns; schools that are started in private houses without any trained teachers.

8253. Cheap schools?—They are not cheap as compared with higher grade schools.

8254. But cheap as compared with high schools?—Yes, they are cheaper than high schools.

8255. At what age do these children enter?—Unfortunately they come to us too late to do very much good. They come to us at 13, 14, and 15, not having had any thorough training before, and we have very great difficulties with such girls.

8256. You would prefer to have them, I suppose, at 10 or 11?—Or even earlier; or not at all from such private schools.

8257. There are other schools, are there not, which only admit pupils when they have reached the Seventh Standard?—That is so.

8258. And there the schools become purely continuation schools?—That is so.

8259. A sort of head to the elementary schools?—That is so.

8260. Which of these systems do you think the best?—I like the other system. I like the system in which I have children below the Seventh Standard, in which I can arrange the foundations of higher education lower down than the Seventh Standard. I would prefer that children should come to me at Standards IV. and V., in which cases the beginnings of higher education can be laid down and carried on into the Sixth and Seventh Standards, with the notion of a continuance of three or four years beyond that stage.

8261. You would prefer to have the children in your schools under your supervision for three or four years at least?—I should prefer them for more than three or four years. I should like them for six or seven years at least.

8262. From the age of 10 to the age of 16?—I have them at present from even younger than that age to about 17.

8263. Do you know why certain towns have adopted the other system?—In many towns education in the higher grade schools is free, and therefore the school boards have confined all the elementary education to the ordinary elementary schools up to and including the Sixth Standard, and after that the children are sent to these schools, which become higher schools than the Sixth Standard. That is one kind of arrangement, and is common in Birmingham. Then in other places the board have made the arrangement of only admitting pupils of the Sixth and Seventh Standards, and all elementary education below that is given in the ordinary schools.

8264. There are some schools which are organised science schools only, and have no pupils in the standards?—A few. (*Mr. Bidgood.*) They are not under school boards.

8265. (*To Dr. Forsyth.*) In Newcastle there is a preparatory school leading up to the organised science school?—Yes. Its circumstances are peculiar, but it fulfils the same condition as an elementary school preparing for the same standards.

8266. Does that school receive aid from the Education Department?—No, it has another elementary school in connexion with it, but that preparatory school has nothing.

8267. How is the preparatory school carried on?—I think with larger fees. There are sufficient fees to carry it on.

8268. Is the organised science school in Newcastle a paying school?—Yes, of course that Newcastle school is not a board school.

ORGANISED SCIENCE SCHOOLS: RECENT REGULATIONS.

8269. In this organised science school with what aim is science taught?—With two aims: culture and training. I am sorry to say that the first is very often subordinated; the second being considered very much more important in most districts with a view of training boys and girls for future usefulness in life.

8270. There is an educational aim?—Yes.

8271. And there is also a practical aim?—Yes.

8272. To fit children for their special occupations?—For their special occupations of the district.

8273. Do you think that in many of these schools the educational aim is subordinated to the practical aim?—No, not in the good schools.

8274. As a rule the educational aim is kept in view?—As the first aim.

8275. There is also literary instruction given in these schools?—Yes.

8276. Do you think the literary instruction is sacrificed to any extent to the scientific instruction?—Not now. There used to be at first—three or four years ago—very stringent regulations on the part of the Science and Art Department that prevented us from giving such an amount of literary instruction as one would like, unless with a strong board who insisted that literary subjects should have their full place. There has been a good deal of relaxing of these rules by the Science and Art Department, and last week we received a special time-table form in which the number of hours to be given to science instruction was still further reduced, and in which also there was a specific statement that literary subjects were to have such a place as would be demanded for a good, sound general education.

8277. That is a new set of regulations?—It is the same regulation as usual, but it is still further relaxed.

8278. Would you tell us what the necessary number of hours in science used to be?—Three hours per day per week of five days, making 15 hours a week.

8279. What is it now?—The relaxation gives us 13 as a minimum.

8280. And you think that change will have very material results in enabling you to develop the literary side more?—Yes, and particularly so with girls.

8281. Those regulations apply equally to girls and boys?—Yes.

8282. And I suppose the objections taken to the system were greater in the case of girls?—Yes, they were.

8283. Science not being considered so necessary for girls?—Yes, and girls as a rule not being such good science students. As a rule one cannot give as many science subjects to girls. I would deprecate the giving of as many science subjects to girls as to boys.

8284. You want to devote more time in their case to the domestic arts?—Yes, and literary too.

8285. What was the date at which these regulations were changed?—It was about a week ago.

8286. (*Mr. Cockburn.*) Quite recently; at any rate within the last week or two?—Yes. It is not more than 10 days, certainly, since I got that paper. That is a paper that we fill up every year, giving an account of the time table, not only of the whole of the organised science school, but of each class. Each class of the organised science school has a full time table of every hour and every half-hour. That is sent up to the Science and Art Department every year, and the present one has been modified to this extent in the instruction, and will be sent up by us very likely in the course of another week or so.

8287. (*Mr. Hobhouse.*) Do I understand you that this relaxation is general for all the organised science schools?—Yes.

8288. And it is made under new regulations of the Science and Art Department?—Yes.

8289. (*Mr. Cockburn.*) And will form part of their new directory when it comes out, I suppose?—Yes, that is certain to be so. Our Association has pressed this for some time.

8290. (*Mr. Hobhouse.*) Your Association generally are satisfied with the new regulations, are they?—I cannot say that of any scheme. We have not reached an ideal system of education yet.

8291. But still you regard it as a good step in the right direction?—Certainly, I regard it as a good step in the right direction.

8292. I suppose you probably have not had enough experience yet as to how it works, to say whether it is desirable to go further at present?—We shall certainly go further.

8293. You desire to go further?—Yes.

LOCAL MANAGERS SHOULD HAVE MORE DISCRETION AS TO TIME TABLE.

8294. Perhaps you would state the views of the Association on this subject?—The views of the Association would be very much like this. We should like power to draw up and submit to our board of management a time table which would satisfy the needs of the locality for education, and after that to submit it to the Science and Art Department for approval. We should like that to be sufficient, and that if there is any question of doubt regarding it, the newly-appointed inspectors might investigate it, but that our educational reasons should be accepted. For instance, I could give you examples like this. I might have in one year's course of study five classes. Those classes cannot possibly all be alike, and those classes need not necessarily take the same amount of science, or the same amount of any kind of instruction. As the headmaster of the school, subject to the approbation of my board, I think I should be allowed to draw up a time table suitable to the wants and requirements of every one of my classes.

8295. Do you mean that you and your board, acting together, should have perfect freedom to say how much time should be given to each subject without interference by the Department?—No, I would not go that length, because we have a great central authority, a governing authority, and they would draw up certain educational lines on which to go. We would act along those educational lines, but we should like a certain amount of freedom within those general lines. I do not think we would ask for complete license, but we should ask for a certain amount of liberty within the general educational lines.

8296. I suppose your view would be, that you should not be bound down in the first instance by any exact regulations as to the number of hours?—Not a rigid regulation.

8297. But that you should submit your own views as to the curriculum to the Department?—Yes.

8298. And that they should have a general power of approval, or of requiring modifications?—Yes.

8299. Then have you any suggestions to make as to alteration in the action of the Department with regard to grants and examinations?—Yes, many. In the first place, our Association has very strongly approached the Department with regard to having day examinations.

SUGGESTIONS FOR IMPROVING SYSTEM OF SCIENCE AND ART EXAMINATIONS AND GRANTS.

8300. Instead of evening examinations?—Yes. Of course the Science and Art system was got up for adult pupils. We would not as educationalists desire in any way to throw obstacles in the way of the education of the grown-up population, but I do think that to bring up 500 or 600 pupils from 6 or 7 o'clock in the evening to 10 o'clock or half-past 10 is neither good for them nor for the teachers.

8301. You think it is not good educationally, and not good for other reasons?—It is neither good educationally nor physically. In the second place, I think there is too much examination of children of tender years.

8302. All your children have to be examined?—All children have to be examined in every subject; therefore some children may actually do five or six or seven examinations.

8303. In the year?—Yes, and always in one month. The examinations are all within the month of May.

8304. You find that is too great a strain?—It is too great a strain, particularly on girls. We have been deeply indebted to the loyalty of boys and girls in turning out to these examinations, and we have been deeply indebted to the parents.

8305 What alteration would you suggest?—Day examination and inspection. There have been 12 new inspectors appointed by the Science and Art Department. Some of them have visited our schools, and we have pressed upon them that a good deal of the work need not necessarily be examination, but that it might be done by the Education Department by sample inspection or skilled inspection. A skilled inspector by a visit

would find out the methods of instruction used and estimate the value of the education given quite as well as by having hundreds of papers written and sent to some examiner who knows nothing whatever about the school.

8306. You think the grant should as far as possible be given to the schools?—I should like a capitation grant. We have a capitation grant already.

8307. Without individual examination?—We have 1*l.* a head for every pupil who attends 250 times a year and who has passed in one of the science subjects. We should like, as an Association, that capitation grant to be very much increased and the system made less dependent upon payment by results.

8308. But you would admit that there must be examinations of the older pupils?—I would admit a limited amount of examination even of younger pupils. I could imagine perfectly well a case like this: an examiner would come and examine the class, and he might feel that somehow or other his examination did not satisfy him. I would not hesitate for one moment to allow him to examine in writing if need be to satisfy himself.

8309. Then your view would be that the grants should as far as possible be based on inspection and oral examination, with written examination as supplementary where it was necessary?—Yes.

8310. That is where it was necessary in the opinion of the inspector?—Yes; or even in my opinion as the headmaster. For instance, I might have a class that was rather dull in responding to an oral examination, and I would claim the liberty of saying, "Well, this class might do "better on a written examination than on an oral examination." I should like to have the same claim as the inspector.

8311. You would like the headmaster to have a right to claim a written examination in some cases?—Yes.

8312. Have you anything more to say on this point as to the regulations of the Department?—No; and particularly so in view of this relaxation. They have before listened to many suggestions that have been made, and many alterations that have been suggested from individual schools, and I think therefore, that, considering this relaxation, and what privileges have been granted to us previously, we will not suggest anything in the meantime until we have tried the new regulation for a year.

OTHER EXAMINATIONS FOR WHICH PUPILS ARE PREPARED.

8313. Perhaps you would state what the principal examinations are for which the pupils in the higher grade schools are prepared, other than those of the Department?—We do not prepare pupils in any sense as coaching pupils. We do not prepare pupils for examination in that sense.

8314. You do not cram them specially for examinations?—No; but as stated in the summary, these are examinations that our system of education leads up to. We fill the blank between the elementary schools and the university. Our system of education leads up to such examinations as are required for professions. The legal, medical, pharmaceutical, dental, veterinary, and all such examinations are taken by boys who go off at various stages in our course. Our higher examinations we regard as fitting for the universities.

8315. Will you state shortly the principal examinations for which your pupils go up?—Such professional examinations as the medical, pharmaceutical, legal, veterinary, the local examinations of Oxford and Cambridge, the university examinations such as suit for Victoria, the various university colleges, and the London matriculation. Personally I regard the London matriculation as the best examination of all, as that which forms the best goal for a system of higher education.

8316. I suppose only a small proportion of your pupils go up to the university examinations?—The classes are taught as a whole. With regard to going up to the university examinations, children may not go

who are going into commercial life, or children may not go on account of poverty, because they cannot pay the examination fees, but they receive the instruction all the same. In every class there are always pupils of that description. Some take the examinations and some do not, but they have all received instruction equal to it.

8317. You are now speaking of your own school at Leeds?—Yes, and that is true of many other schools.

8318. There are a large number of higher grade schools that give pupils an education qualifying them for the London matriculation examination?—Yes.

8319. Can you give us any figures of the number of schools reaching this standard or of the number of pupils who reach this standard?—In the list there are 10 schools preparing for the London matriculation and a larger number preparing for the Oxford and Cambridge locals.

8320. Then we may take it that in the statistics which you have put before the Commission these numbers are given?—Yes.

8321. Can you supplement the list by the number of scholars going in for the individual examinations and the number who pass the matriculation examinations. Could you give us the figures for your own school?—Yes, my school is but new, of course. Some schools are older than mine. I have six waiting in expectancy just now. Last year two passed, the year before three passed, and the year before that two passed.

8322. How many have you at your school?—In my highest class I have from 14 to 15 pupils. That is in my highest division.

8323. (*Mr. Cockburn.*) That is for the matriculation?—Yes. They all do the work for the matriculation, but they do not necessarily go up for it, for the reasons I have stated. (*Mr. Bidgood.*) Some of us do not work up for the matriculation for many reasons. For example, I have never done anything of that kind. We have a local university college which absorbs all our best pupils, and we are very anxious to be regarded as a school which leads up to the University College. (*Dr. Forsyth.*) The pupils that we prepare for the London matriculation may not go on to a London University degree, but may go on to Victoria University and take their degrees there.

8324. (*Mr. Hobhouse.*) Do you find any difficulties that affect your school arise with regard to the great variety of those examinations?—No. As I said at the beginning, we do not coach for examinations.

8325. Are you speaking now of your own school?—Of all the schools. We do not pretend to coach for examinations.

8326. At none of the schools?—No. It is quite an easy matter. We have English going along the whole line of our school; the highest English is looking towards the London matriculation. Any of the other examinations are very much on the same level or on a lower level. Mathematics is managed in the same way, and our mathematics goes beyond the London matriculation. In that way there seems a great deal of subdivision, but there is only a very little after all. It only needs a little attention in special cases.

8327. Do you think it would be better for your pupils individually if there were rather more uniformity in those examinations?—I have never seen any need for that. Of course if there was a leaving certificate recognised by every university and by every profession one could see certain gains; but as long as that is not the case we have managed the ordinary examinations quite easily.

8328. But if some such system as that of leaving certificates could be introduced, you would think that an improvement?—That would depend upon the leaving certificate. If it were the leaving certificate of Scotland I would object to it. The leaving certificate of Scotland is very good, and of a high standard, but it can be taken in one subject. I would

deprecate that. The leaving certificate might be junior, intermediate, and senior. There would need to be gradations, because pupils leave at different times, and the requirements for certain professions are not so heavy as others. I would deprecate any leaving certificate which is only a certificate of subjects.

8329. You think that education ought to be given as a whole, and that a certificate ought to be given for general culture?—Yes.

FEES IN ORGANISED AND HIGHER GRADE SCHOOLS.

8330. Then, to pass on to the finances of your schools. How are the organised science schools and higher grade schools generally supported?—First, by fees; secondly, by grants from the Science and Art Department; and thirdly, by aid from county councils.

8331. To deal with fees first, what proportion of your schools are free?—It is all stated in the table that has been handed in.

8332. May I take it that a large number of the schools are free?—No. The larger number are not free.

8333. Only the minority are free. Is that so?—Yes. That has been due very largely to the action of the recent Government regulations in making such new schools free.

8334. Will you explain how the Government regulations affect the new schools?—All new schools that have been built by boards as higher grade schools have been forced by the Education Department to admit pupils free.

8335. And the effect of that has been to make them free throughout?—Of course they were free before. All the other classes were free already by the admission grant as given by the Education Department. A higher grade organised science school was made under those conditions free also.

8336. (*Mr. Cockburn.*) The Assisted Education Act provides that every elementary school established after January 1st, 1892, must, of necessity, be free, and that Act makes no distinction whatever between elementary schools and higher grade schools?—That is so.

8337. Hence all higher grade schools established after that date are obliged to be free?—Unless there is special provision in the process of building. Some of them were building then, and the first arrangements were held to. Of course they were not open before 1892, but the arrangements were made by the board before 1892.

8338. (*Sir John Hibbert.*) They were commenced before?—Yes, they were commenced before, and had received the sanction of the board before 1892. But all since 1892 have been free.

8339. (*Mr. Cockburn.*) Of necessity, under the Act?—Yes.

8340. Nearly all established before that date are still charging a fee?—Yes.

8341. (*Mr. Hobhouse.*) I see in your statistics there are three schools, two at Birmingham and one at Sheffield, entered as charging no fees. Do all the others charge fees?—I would not say that. There are some others. Huddersfield is not put here because it was opened this year. (*Mr. Bidgood.*) I should like to say that the Education Department has the power to allow even a new school to be opened with a fee, but I believe that up to the present no new school has been allowed to charge a fee.

8342. (*Lady Frederick Cavendish.*) Does that apply only to the higher grade?—It applies to any school built by the boards.

8343. (*Mr. Cockburn to Dr. Forsyth.*) Is that the interpretation which the present Vice-President puts upon that Act?—It has been done under special pressure, but I do not think that is the interpretation. There have been certain permits granted under special circumstances.

8344. Such as you have named, where a school has been established, or the preliminary steps have been taken, before the Act came into force?—Yes; Hanley, for instance.

8345. (*Mr. Hobhouse.*) Then I take it that whether the schools are free or not depends chiefly upon the condition of public opinion in the locality?—That is all, and the action of the Education Department.

8346. In some towns they are willing to be rated for the purpose of this higher elementary education, and in other towns they are not willing?—I understand that in Birmingham the artizans regard the higher grade as the fitting termination of the board school system, and are perfectly willing to be rated for the support of higher grade schools, but I do not think that in Leeds the working-class population would allow the board to rate them for the support of a higher grade school. I speak with deference to Mr. Cockburn, who is here. He knows about that better than I do.

8347. Do you think there is any movement in public opinion in Leeds in the direction of making these higher grade schools free?—We are too much satisfied with higher grade schools at present to desire any change except improvement.

8348. Have parents no objection to pay the fees that are charged?—None whatever. I have never had a bad debt since I entered the school. Of course I must tell you further that in all our schools, not only in the Leeds Higher Grade School, but in all fee-charging schools, there are free admission scholarships, so that there is no child practically in England who wants higher education but can get it free.

8349. Are there a large number of scholarships in your school?—Yes, I have 200.

8350. Out of how many places?—I have 2,639 places. But supposing we were going beyond the 200, if any parent came to me privately and said there was a difficulty in providing fees, I should only have to write to the school board clerk or to the chairman, and say it was a good case, and the child would be at once admitted. There is practically no difficulty at all.

8351. (*Sir John Hibbert.*) Is the money found out of the rates?—I think we pay it out of the surplus of the school.

8352. (*Mr. Hobhouse.*) Is it not a fact school boards have power to create any number of free places in the schools by simply remitting the fees?—That is so, and in all new board schools the Education Department are simply insisting that such remission be granted. They are insisting on so many free places.

8353. What proportion?—Some of the proportions are stated in the list 25 per cent., 20 per cent., and so on. I think 25 per cent. is the most recent.

8354. Where fees are charged in these schools what is the maximum fee?—6*d.* a week. There may be a further sum charged for books.

8355. (*Sir John Hibbert.*) Is that limit fixed in any way by the Department?—No. In the organised science school you can charge more.

8356. (*Mr. Hobhouse.*) But, as a matter of practice, you never charge more than 6*d.*?—Not as a matter of practice. You may have a 9*d.* charge, but that may include some small charge for books.

8357. I understand that you are now speaking of higher grade schools under the Education Department—under school boards?—Yes.

8358. For children in respect of whom the fee grant is paid the charge may not exceed 6*d.*?—That is so.

8359. It used to be 9*d.*?—Yes.

8360. But in respect of the other children for whom the Education Department does not pay grants, I take it you may make any charge you like?—Yes, but, as a rule, the board does not wish to place obstacles in the way of parents letting their children go on to higher education, and practically in that case the fee is not raised.

8361. Do you think that raising the fee in the middle of your school would tend to cause the withdrawal of a number of children from the

school?—Yes, at the very time we wish them to remain to receive higher education.

8362. And, therefore, in practice 6*d*. becomes the maximum throughout the school?—Yes, and very often in some schools the fee of the higher division is lessened.

8363. You sometimes lower your fees in the higher division in order to induce the children to remain?—Yes.

GRANTS FROM SCIENCE AND ART DEPARTMENT.

8364. Then we pass on to grants from the Science and Art Department. These grants are of two kinds?—Yes, a capitation grant of 1*l*. for pupils who have attended the full course of instruction, who have made 250 attendances during the school year, and who have passed in at least one of the subjects of science.

8365. And individual grants?—Grants for individual passes in Science and Art subjects, varying in amount from 10*s*. to 8*l*.

8366. Those individual grants are payments by results?—Yes.

8367. Are you satisfied with that system of grants?—When we get enough we are satisfied, but sometimes we do not get enough.

8368. (*Mr. Yoxall.*) Although you are satisfied with the system from the pecuniary point of view, I understand you are not quite satisfied with it from the educational point of view?—No. I have been stating that to the Chairman. I prefer a great deal more of capitation grants, and less of result depending upon individual examinations. But I would not do away with individual examinations altogether.

8369. (*Mr. Hobhouse.*) Some of these schools are entirely supported, I take it, by the Science and Art grants?—Those that charge no fees.

8370. So that the Science and Art grants are very large in some cases?—Yes, and very important. They are the mainstay of most of our schools.

8371. (*Lady Frederick Cavendish.*) Does not that tempt people to put too much science into the curriculum?—We are prevented in various ways. In the first place we hope that the teachers will not be so foolish as to attempt to do that kind of thing. Then in the second place we are hedged round with regulations from the Science and Art Department. An organised science school may not receive grants for more than five subjects for any one student. The subjects are specified, and if you do not take all these subjects you may only get grants for four.

8372. (*Mr. Hobhouse.*) Is not even that a large number?—As a practical thing a good many of us do not think of that at all, and we do not present pupils in all these science subjects. Indeed one of the points that we have represented to the Science and Art Department has been the power to teach less science if need be.

8373. (*Sir Henry Roscoe.*) You mean to make the teaching more thorough in one or more directions?—I had rather have pupils well taught in two subjects than get money by their scraping through five; and I think most teachers feel that.

GRANTS FROM COUNTY COUNCILS

8374. (*Mr. Hobhouse.*) Now with regard to the third source of aid, that is the aid from county councils. That is only the recent grant out of the local taxation money, I suppose?—Yes.

8375. Is that being given to most of the higher grade schools?—There is a great deal of variation in the ways of giving the grants.

8376. Will you state them?—Some county councils hand over a grant to the school board, and a committee of the county council acts along with the school board in the matter of expenditure. That is the case of Leeds and Nottingham.

8377. I understand that in Leeds and Nottingham a joint committee is formed of the town councils and the school boards to administer these grants?—Yes, some county councils give a grant without joint action. They hand it over to the school board, and give the entire responsibility

to the school board for dispensing all this money; for instance, Manchester, Portsmouth, Sunderland, and South Shields.

8378. In Leeds and Nottingham do you know what proportion of the local taxation grant is given over to this joint committee to administer?—In Leeds last year it was 3,000*l.*, and the year before 3,500*l.*

8379. (*Sir John Hibbert.*) Is that the total of the grant made to Leeds?—No; there is so much given to institutions, such as the Yorkshire College, the Mechanics and other institutions besides ours.

8380. (*Mr. Hobhouse.*) Then you stated that in Manchester, Portsmouth, and other towns there is a grant made from the town council to the school board, and the school board is left perfectly free to administer the money?—Yes.

8381. In some towns they grant scholarships tenable at the higher grade schools?—Yes, I think that is very largely done.

8382. And also in certain counties?—Yes.

8383. These scholarships are awarded by the town council, or the county council?—By the county council or the borough council, on competitive examination; and these scholarships are tenable at higher grade schools.

8384. But there the school board has no voice in awarding scholarships?—That depends upon the locality. In Leeds, for instance, the school board has a voice. It is the school board that does the examining, through its officials.

8385. Now I will ask you with regard to scholarships tenable at the higher grade schools by the town councils and the county councils?—In the town councils like Leeds the examination is conducted by the school board authorities, and is open to all pupils attending elementary schools within that area. The examination is based upon Sixth Standard attainments, and the scholarships are tenable in the higher grade schools. In the West Riding, under the county council, the examinations are held by the examiners appointed by the West Riding County Council, and the children are sent to the higher grade school or grammar school that happens to be nearest to the locality.

8386. But there the school boards have no voice in the award?—No, the children are sent to us.

8387. (*Mr. Cockburn.*) Have the children any elective power as to what school they will go to? May they select their own school?—They have an elective power. On the application paper they are asked to select a school, but that choice is limited, because it is preferred that pupils should go to the school in their immediate locality unless there is some special reason.

8388. (*Mr. Hobhouse.*) Are there any county councils who give grants directly to the higher grade schools?—I do not know of any county councils giving grants direct.

8389. What are these "local technical schools" that you mentioned?—(*Mr. Bidgood.*) This particular case is the case of a school at Blyth, in Northumberland. The district is a new district, and has grown rapidly. Blyth has grown very fast as a coal port. There was absolutely no form of Secondary Education to be had in the district, and the only way of dealing with the children was to send them on to Newcastle by train. Some of the residents formed a public company—a limited liability company—and built a school, which, knowing they could make no profit out of it, they placed under the Education Department, and the upper portion of which they place under the Science and Art Department. The school has been fairly successful and has done very good work, I think, and recently the Northumberland County Council has, so to speak, adopted it to the extent of recognising what they call the "local technical school," making it a money grant and also allowing it to be a school at which children holding their lower stage of scholarships may attend. The school is not under a school board. As I have explained to you, it is in the hands of a public company.

8390. Do you know of any cases in which grants are made directly to higher grade schools under school boards?—I do not think there is a case in England. I have inquired very carefully, and I do not know one case.

8391. Then in some of the counties there is no aid given to higher grade schools?—There is absolutely no aid, unless it comes from a general grant made to the school board.

8392. In any of those cases do you know of higher grade schools existing in the administrative county, which are in no way recognised by the county council?—Of these schools in the list most are schools in the county boroughs.

8393. The county councils aid some schools, which are organised science schools, but which are not higher grade elementary schools?—(*Dr. Forsyth.*) Yes, that is so. (*Mr. Bidgood.*) Rutherford College in Newcastle receives a large grant from the Newcastle County Council. That is not a public elementary school. It was until about two years ago, but it has been withdrawn from the list of grant-receiving schools by the committee of the school, and I think that at least the money that is lost by withdrawing it from the list of grant-receiving schools is made up by the Newcastle County Council.

8394. (*Dr. Fairbairn.*) You have no reference in your evidence to the Plymouth Organised Science School?—No; we have only placed in this list the schools of our own members. We had no means of getting information from people who are not members of the Association.

8395. That is a school created under the county council, is it not?—I do not know.

8396. (*Mr. Cockburn.*) Have they not a higher grade school at Plymouth under the board?—I think there is one under the board, and I think it has some sort of connexion with the county council, but I do not know the particulars.

LIMITATION OF COUNTY COUNCIL GRANTS TO TECHNICAL INSTRUCTION SHOULD BE REMOVED.

8397. (*Mr. Hobhouse to Dr. Forsyth.*) Have you any suggestions to make as to the administration of grants by county councils for the aid of science?—I think that all forms of higher instruction should receive aid from the county councils.

8398. Do you mean all higher science instruction?—No, all higher education. Of course this money is money for technical education, but I say that all forms of higher instruction should receive aid from the county councils.

8399. You would like to see the objects for county council aid extended to higher education generally?—Yes.

8400. (*Sir John Hibbert.*) Does your remark refer to administrative counties as well as county boroughs?—Yes, I should like them to foster every kind of education that is going on.

8401. (*Mr. Hobhouse.*) You think that if their powers in that respect were extended, it would be of advantage to the class of schools that you represent?—I do not know that I would say so much as that about county councils, because I hold very strong opinions with regard to them as education boards. I think that they have so many other duties that education must come in as a secondary consideration with them. But if you are asking me about an education board looking at education, I think an education board should foster every kind of education in its neighbourhood.

8402. And that there are great disadvantages in its being restricted to certain branches of education?—Yes. For instance I would deprecate, as has been done in some cases, the giving of all the money even to excellent institutions that were made municipal technical schools, or anything like that. I think that if the preparatory materials in higher grade and other schools are neglected, it is simply a suicidal policy. These technical schools can only be filled up by pupils such as we train. Therefore if a

county council or a town council does not give aid to these higher grade schools, it is only hurting the technical institution, and it is not carrying out the full benefits of higher education.

8403. Do you consider that higher technical institutions must draw from the class of schools that you represent almost exclusively?—No, from all kinds. I said at first that this county council or education board should foster every kind of higher education, and that a considerable amount of its work must be in that. England is more needing preparatory work than it is needing higher work just now.

8404. In fact, you think that they must aid Secondary Education generally in order to form the best basis for technical instruction?—Yes. Every professor tells me now that the fault that he has to find with his pupils is that they are not prepared sufficiently for university or technical instruction.

8405. What have you to say with regard to the relation of organised science schools to the Education Department. Do you think that is satisfactory?—No; I would like very much that our inspection by the Education Department, or rather I should put it our recognition in other subjects than science, should be carried through every class of the school. The Education Department cease to recognise anything beyond the seventh standard. In order to make a good, sound education for all these subjects that are in the lower standards, and are carried on to a higher condition of efficiency, there should be recognition. At present there is no inspection and no recognition with grant above the seventh standard for such subjects.

8406. You would wish to have the same department dealing with all the different classes in your schools, and on the same principles?—Yes. I would not have two separate departments. I would have one department all over with schools acting harmoniously.

8407. You have given us your views in many respects with regard to the improvement of higher grade and organised science schools. I do not know whether there is anything you wish to add?—In the matter of scholarships there are many endowments at the present time in existence in England that give scholarships for higher education. I should like very much if in the case of those scholarships parents were allowed a choice of school. They have sometimes been limited to one class of school, and sometimes there has been very little competition, for that type of education does not suit the children who really would apply. For instance, many scholarships have been given to grammar schools from elementary schools. Very few children apply in those cases, because in many instances the grammar school instruction is not on the lines of the instruction that is needed to fit them for their future lives.

8408. They are not continuation schools?—They are not continuation schools. Of course on certain lines pupils from elementary schools might do very well. I should like an option to be given to the parents of such scholarship holders for their children to go either to Higher Grade schools or to grammar schools.

8409. And in the event of a system of Secondary Education being established under State control, you would advocate organised science schools receiving grants according to the number of pupils and the work they do?—Yes, and the nature of the work they do.

SUPPLY OF QUALIFIED TEACHERS.

8410. Then with regard to the supply of qualified teachers to these schools, what suggestions have you to make?—First, that it is absolutely necessary that for the teachers of such schools there should be higher qualifications than those recognised by an Education Department certificate only. Second, that the certificates of the Science and Art Department and examinations of the London University have done a good deal to raise the qualifications of our young teachers.

8411. But you are not satisfied with them?—No. Thirdly, that the day training colleges are doing a great deal of work, and will do, I hope, more, in the way of supplying highly trained young teachers. The main

point in them is that they are taking young teachers who have had experience in elementary work, who have been trained to teach, and are making them undergo a period of training in a teaching university.

8412. Would you advocate an extension of that system?—Very much. Further, teachers have often pressed this: that many of our university colleges could, with very great benefit to the teaching profession, and I think ultimately to the colleges themselves, open evening classes that would qualify for graduation; that these university colleges in work-a-day districts, like our Leeds, should not content themselves with day classes only, but should have evening classes, taught by the very highest teachers, and qualifying for graduation.

8413. Have they no evening classes at present?—They have evening classes, but the evening classes do not qualify for graduation.

8414. Would you consider that there should be the same degree, or a special degree, for persons educated in this way?—If they reach the same attainments, certainly the same degree. I do not think teachers would be contented with some substitute degree.

8415. You think that evening classes would give them what instruction they require to qualify for the ordinary degree?—Certainly. It might be done in a longer course; it might take five years, or six, or seven, but it might very well be done.

8416. You think the teachers ought to have such facilities?—Yes; and I do know from practical experience many young men who would take advantage of it.

8417. (*Sir Henry Roscoe.*) Are you aware that in the day taining colleges now, especially in the Victoria University, a large number of teachers are taking and have taken a degree in the university?—Yes.

8418. With the ordinary day classes on the same footing as are other students?—Yes. That is what I advocate. That is a day training college.

8419. You think in addition to that there ought to be evening classes?—There are thousands of teachers who have passed beyond that stage, who are busy teaching, and who would come in the evening, I am certain, if there were inducements held out to them, that is to those who would like to supplement their education.

8420. (*Mr. Cockburn.*) And persons who must go on earning their livelihood at the same time?—Ye-, persons who must go on earning their livelihood by teaching all day. (*Mr. Bidgood.*) They have a system of this kind at Newcastle. The Durham College of Science has arranged a system of evening classes which will lead up to examination. The same courses are gone through in the evening as the day classes go through.

8421. (*Mr. Hobhouse.*) That system you say is actually working?—Yes, at the Durham College of Science.

8422. (*Sir John Hibbert to Dr. Forsyth.*) Are you aware that in some counties the county councils have had a system of instruction for teachers on Saturdays, giving them the opportunity of attending scientific teaching in various parts of a county? It has been done in Lancashire and other counties also?—Yes, I am aware of that. There are many things of that description, but they are not full enough for the requirements of higher grade teachers. They are full enough for supplying correct information for elementary teachers and impelling them to go forward with their education; but I am pressing for something of the kind for the teachers in higher grade schools, and once a week is not sufficient for that purpose.

8423. A step has been taken in advance of what I have stated in enabling teachers in elementary schools to attend at the universities during the vacation for scientific teaching?—South Kensington has done the same thing with three weeks courses; but the courses are too short. I want a student to have a full course for six or eight or nine months

throughout the year with regular courses to fit himself like the university students.

8424. I was speaking more with reference to country districts. That would be possible in a town, but would it be possible in country districts?—No, it would not.

8425. (*Mr. Hobhouse.*) As a matter of fact these higher grade schools are not very numerous in country districts?—No.

8426. Then you think that in connexion with these university colleges there should be a training school?—I think that there should be a training school in connexion with every university, even the older universities. Men should go to the university with the direct intention of becoming teachers; not after the university course is finished thinking of teaching as a means of livelihood, but going open-eyed to the university with the intention of becoming teachers. That is the difficulty in a great many instances. Men only adopt teaching after the university course, and there are many of those teachers in secondary schools who are quite inferior to the elementary teachers in regard to a knowledge of the technicalities of their trade.

8427. Because they have not gone through a technical course of training?—Yes, and many of those who apply for situations in higher grade and technical schools would be quite unsuitable on that account.

8428. Do you draw a large proportion of your teachers from the old universities?—No.

8429. They mostly come from the university colleges?—Yes, and of course from London University, which has done so much good for teachers who cannot go to the older universities. The very fact of the indomitable pluck of some students, male and female, who, after a training college career, may have fought for years to obtain a degree is an indubitable proof that those men and women are the right sort of people for teachers.

LOCAL AUTHORITY FOR SECONDARY EDUCATION.

8430. Have you any suggestions to make with reference to the alteration or improvement of governing bodies in your schools?—We feel that the higher grade schools are popular schools; that they are schools for the people; and that no board will satisfy popular requirements except a board that is elected by the people and for educational purposes. It is the pride of our schools that they are in touch with the people and with popular needs.

8431. You think that you get the best class of men by direct election for the special purpose of education?—Yes.

8432. Suppose the town councils to retain their educational funds, you recognise the fact that they should have some voice in the administration?—Yes. The practical way would be that which I have spoken about already with regard to Leeds. The committee of the school board would act along with the county council and act quite harmoniously.

8433. Do you think that would be the case in most of the large towns?—I think that could be done.

8434. By a joint committee of the town council and the school board?—Yes.

8435. And under that committee you would place the higher grade schools?—Yes.

8436. Leaving the school board to administer the ordinary elementary schools?—Yes.

8437. What would you do where there are no school boards?—That is a great difficulty.

8438. There are a great number of the large towns which have no school boards at present?—And in the country districts the county councils have very large areas to preside over.

8439. I am asking you in the first place with regard to large towns where there are no school boards. What would you do there?—Have

school boards or have an education board. I think a large town of about 50,000 population should have some education board. Whether you call it an education board or a school board, it should have a board for education.

8440. Supposing there to be no change in the administration of elementary education, you think it would be possible to have an education board for the management of the higher grade schools, elected partly by school managers and partly by the town council?—That is all one could do.

8441. And would you apply a similar system to the large counties?—There are still greater difficulties there. The areas are large; the needs of the population vary very much within these areas. I am thinking, for instance, of the West Riding, where there is a very large area, including people living in industrial and agricultural centres, but even then amongst the very dales of the Pennine Range. The wants of the people are so very various. I do not think that one administrative body is sufficient.

8442. You think it ought to be broken up into districts for the purpose of managing these higher grade schools?—Yes, I think the districts should have the power of actual management and responsibility.

8443. But do you not think there might be one education board for the whole county, and that they might combine?—I would rather have the election come from the people of the districts.

8444. You would rather have each governing body directly elected by the people of the districts?—Yes.

8445. So as to bring the schools into direct touch with the people?—No kind of national higher education can flourish, unless it is in touch with the ordinary education of the district.

8446. (*Mr. Llewellyn Smith.*) Do you mean that in each district there would be a district authority elected by the people, or that each school would have a governing body elected by the ratepayers?—I would deprecate the election of a governing body from small areas. The parish of course has been the area for ordinary elementary education, but I do not think that would be sufficient in country districts for higher education.

8447. Taking the analogy of country districts appointing managers, do you think the managers of each school should be elected in that way?—No, I was not thinking of schools, but districts, and these districts I would have marked out by a central authority.

8448. (*Mr. Hobhouse.*) Anyhow you think it desirable that in the management of schools as well as in the details of education there should be a system that would secure continuity as far as possible?—Continuity and popular representation. I believe the want of interest of many people in higher education is due to the want of representation. They think that higher education is not for them at all.

8449. You think they would take much more interest if they had the direct appointment of the managers?—Some voice in the matter.

8450. (*Sir John Hibbert.*) With respect to the governing body, would not your plan be rather expensive in an administrative county? I will take as an example Lancashire, which I know best. The administrative county consists of a million and a half of people. Would it not be an expense to elect a board *ad hoc* merely for the carrying on of Secondary Education?—That board would be over a large area, I take it. You would have district boards; a board say for Furness, a board for the district north of the Ribble, and there may be two boards from the Ribble to the Mersey. Those boards would have direct control over their districts, subject on general lines to the central board.

8451. My question is more with reference to the expense of the election of these boards, and the expenses of carrying them on, and I ask you whether it would not be better and lead to quite as good results if you adapted the present local authorities so far as you could for the formation

of boards for the purpose?—You have your county council already elected, but I do not see any district boards elected.

8452. My question is more with reference to the objection there is to the increase of cost, where rates are heavy, in electing additional boards just for one purpose?—I do not think I have ever thought much of the cost of education, but of its efficiency.

8453. I dare say you have paid more attention to towns than to country districts?—That it so.

8454. With respect to your proposal with reference to towns, are you satisfied with the working of this joint committee in Leeds, which you have in connexion with the school board and the town council?—I speak personally, I have never had any interference. I have had the utmost happiness in my work, as far as that is concerned.

8455. It has worked very satisfactorily, has it?—It has worked very satisfactorily as far as I am concerned.

8456. Would you give such a joint committee the whole power with respect to Secondary Education?—Over other schools than higher grade schools, you mean?

8457. Yes?—Certainly, I would have them all under one body.

8458. And allow them to deal with Secondary Education generally?—Yes.

8459. I understand you desire to have greater elasticity with respect to time tables. What is the present system? Does not the school inspector now lay down the time tables for each school?—Do you mean the Education Department Inspector?

8460. Yes?—No.

8461. How is it done now?—The headmaster draws up his own time table according to certain requirements that he knows are laid down in the Education Code.

8462. It must be signed by the Inspector?—Yes, according to certain principles which he knows are the requirements of the Education Department, and also according to certain principles which he knows are required by his governing body to draw up a time table. He submits that to the Inspector.

8463. And the Inspector signs it?—Yes, the Inspector signs it after examination.

8464. Where do you want more elasticity than that?—That is only the usage of the Education Department.

8465. Then your reply was with reference to the Science and Art Department?—Yes, we are not speaking about the Education Department at all. We have sufficient elasticity now with the Education Department.

8466. Then with respect to the examination that you have referred to, I want to ask a question with respect to the Civil Service examinations. I should like to know whether you have prepared pupils especially for the Civil Service?—Yes, a good many.

8467. Have you had many instances of your pupils going to the Civil Service?—We have many instances of two classes going to the Civil Service in all our higher grade schools. First the boy clerks of 14 or 15. Of course the requirements there need no special education beyond the seventh standard. An ordinary higher grade boy passes without any difficulty. Then there are clerkships in the dockyard, postal or telegraph service. In such cases, that is the boys of 17 or so, our practice has been to give them a good general education, and in the last year let them devote special attention to those subjects that are necessary.

8468. Have your pupils succeeded in passing the examinations for entry into the Civil Service?—At 17, do you mean?

8469. Yes?—I have not had many yet, the school is too new. The boys who have gone forward have passed.

8470. You do not lose sight of preparing pupils for that branch?—No. I have a growing number. We do not neglect the Civil Service any more than other branches.

8471. With respect to the grants from the Science and Art Department, on which I asked a question before, is it not desirable that the whole system on which these grants are given should be reconsidered with a view to some better system being adopted?—We are quite content with them along those two lines that I have spoken of.

8472. But are you not content with them because they bring in a lot of money, rather than content with the system on which the examinations are conducted?—No, and I deprecate that as a teacher. On going to the higher grade school at Leeds I asked what my commission was, and the school board said "First make an educational curriculum and "afterwards we can talk about the money. We as a school board will "do the financing." So we have not looked after money at all in Leeds.

8473. My question does not refer specially to Leeds?—I think all our higher grade schools act in the same way. The result has been that we have made more money by that means than by the other means that Lady Frederick Cavendish was speaking about, looking for money only, and I think it is a compliment to the South Kensington system that that has been the case.

8474. You referred to grants of 10*s*. to 8*l*. What is the 8*l*.?—Honours in chemistry and their subjects. With regard to the amount of grant last year we made over 3,000*l*.

8475. (*Sir Henry Roscoe.*) I understand you to say that in the opinion of the Leeds people the higher grade system of education is looked upon as a portion of a continuation of the ordinary elementary education?—Yes.

8476. Do you think there is any magic about the seventh standard being set as a limit to elementary education?—None.

8477. Looking to the fact that since 1870 the requirements of the people have enlarged, would you like to see the limit of elementary education raised so as to include the subjects you teach, and the curriculum of the Higher Grade schools?—I should like to have no limit at all to education. I object to any standard that limits education. It makes people believe that education is finished at such and such a stage. I should like more standards, certainly.

8478. At the same time you have already pointed out that there is a distinction between the education, so-called secondary, as given in your higher grade schools, and the type of education given in the grammar schools?—Yes.

8479. Inasmuch, I take it, as the length of time required for the one is greater than that for the other?—Yes.

8480. Therefore there is a distinction?—Length of time is not the only thing; there is difference in curriculum and difference in outlook.

8481. There are these three differences that exist between the grammar school system which is usually called Secondary Education and the system of higher grade instruction?—Yes.

8482. You would therefore like to see, at any rate, the limit available raised from the seventh standard to say a ninth or a tenth standard, if such a limit could be found?—The seventh standard is only an artificial limitation and only concerns elementary education. But we carry on instruction beyond the seventh standard.

8483. But I ask you whether you would like to see the limit raised from the seventh to a higher standard for what is called elementary education under the school board system?—I would not have standards at all. I

would have freedom of classification higher and higher throughout the school. The fact is that standards are disappearing even in the examination of the Education Department. Of course the Education Board should have both scientific men and literary men on it. I would rather have one great combined system.

8484. (*Chairman.*) Would you express it in this way—that you think there is no distinction between elementary education and Secondary Education in type but only in the length of time during which the pupil remains in the school?—Length of time and amount of development.

8485. I understand that you think the one naturally grows out of the other?—Yes.

8486. And that the elementary school might take up all kinds of education?—Yes.

8487. (*Sir Henry Roscoe.*) And is the whole of that education, without limit, to be payable by the rates?—No, I would not say that. If people are willing to pay, let them pay, certainly. That is a matter of local option very largely.

8488. And are you to leave it to the locality to decide whether a payment should be made by the rates up to the highest point of university education or not?—Yes. They are the best people to judge.

8489. That would necessitate an alteration of our system as at present existing?—The pride of the higher grade school is that it has engrafted a system on the system already in existence in connexion with and in continuation of it We have already done that. We have taken all the good of the elementary system and built on it without any breach of continuity.

8490. (*Chairman.*) You have built on it a secondary school?—Yes.

8491. And a secondary school of the first grade preparing boys for the universities?—Yes, and not along one single line only, but along all the lines of development necessary for the district; it may be largely scientific, it may be largely commercial or Civil Service, or it may be largely classical. Whatever phase of development a school has shown it has been our endeavour to cultivate that.

8492. (*Sir Henry Roscoe.*) What way would you propose for the government or the oversight of such a system as you are responsible for on the one hand, and of the grammar school system on the other?—The ideal system, in my mind, would be, first, a Minister of education assisted by a council of experts. Next he would have representatives all over the country, Government officials, who are educational experts; then he would have the local authorities, and the local authorities would have very much larger powers than they have at present for administration. So that I would have centralisation, and yet I would have decentralisation. There should be less interference with details by the higher authority towards the local authority, and there should be powers of framing regulations in certain localities which would suit those districts better than others. There might be various phases of Secondary Education all under local control. There would be the grammar school which suits a certain type of people, and is a good type for certain classes of people but not for all. We ask that all systems should be encouraged, but we do object to education which only goes in one groove being called Secondary Education.

8493. With regard to your suggestion as to degrees for evening instruction, I presume that your main object in recommending the course is that the teachers should obtain the necessary instruction?—The higher culture.

8494. The degree is only the stamp?—Yes, that is so.

8495. But you think the degree might be given although the length of time and the number of lectures attended would be much smaller than in the case of day students?—No, neither one minute smaller nor one lecture fewer.

8496. Then the length of the course must of course be very much greater?—Very much greater.

8497. And the difficulty of carrying on those evening classes would be considerable, would it not?—I do not think so. In our universities there are many very capable young men who are assistant professors. In many cases one can hardly ask a professor to lecture to an evening class, but there are young men there who would be very glad to have an opportunity of doing this work, and I think the work would be very well done.

8498. You do not think the London University, which opens its degrees to all comers, is sufficient?—First, there is the great difficulty of getting instruction. A good many of the difficulties are so great that we find many teachers who matriculate and who may take their intermediate and go no further. The difficulty is very great in the case of a teacher working night and day without having a skilled man beside him. The presence of a skilled and cultured professor would be something invaluable for these teachers to have in addition to their books.*

8499. You think that teaching is an important part of university work?—Yes I do.

8500. (*Mr. Llewellyn Smith.*) Is there a board of managers of your Higher Grade School in Leeds?—No, the school board manages the school.

8501. The school board is the direct governing body of your school?—Yes.

8502. Do you suggest that, in the future, with an organised system of Secondary Education there should be separate governing bodies, with a status of their own, of the different schools?—No.

8503. Your local authority would not only control but would actually manage each school under it?—Yes.

8504. It has been suggested to us by other witnesses that there are objections to that; that it would lead to undue interference with the details. What do you think of that objection?—I have never met with any interference whatever.

8505. (*To Mr. Bidgood.*) Do you agree as to that?—I have never met with any interference in my dealing with the school. Will you allow me to say with respect to this point that Dr. Forsyth has forgotten to tell you that the opinion he has been expressing is only his own. The association has not declared in this matter at all, and it is probable that Dr. Forsyth and I may hold slightly different opinions from the association. That is with regard to the question of the governing body.

8506. I shall be very glad to hear your opinion with regard to the question of the governing body?—I am strongly of opinion that no system of education can live for any length of time which divides up schools into classes under different bodies. The experience which we have had in dealing with higher grade schools has shown us that there is an amount of enthusiasm amongst the lower middle classes and working people for a form of higher education which no one had ever suspected that the higher grade schools are quite a natural organic development; that it would have been impossible even without the South Kensington grants for any school board dependent on popularity to have omitted establishing schools of this character or schools somewhat similar, and that if there is to be a clear way for the child from the public elementary school upwards, it can never be so if we have two separate bodies establish two distinct classes of schools with a gulf between them across which the child must pass. Human nature is only human nature, and governing bodies have a good deal of human nature in them and elementary school teachers have also.

* In the second place a teaching university should be the best place for acquiring a knowledge of methods and apparatus.

8507. When I was speaking of governing bodies in my question I was speaking of what I may call boards of managers of particular schools under a local authority. The question is whether you think it desirable that such bodies should be established?—If a local authority administers a very wide area they must have some local board of governors.

8508. You have no strong opinion as to whether one course or the other is desirable?—I do not think, if the county council had control over all in its administrative area, it would be possible for the county council to administer schools satisfactorily unless they delegated a good deal of their authority to separate boards of managers for the separate schools. I do not see how they could do it. It would become a mass of officialism of the worst type if they did not enlist into their service the best men and women of the district in which the school is situated.

8509. (*To Dr. Forsyth.*) With regard to the point that you made that the other duties of the county council would or might tend to prevent them from being a competent body for the management of education, I gather that you do not think that objection would apply, in the same degree at all events, to the joint board partly elected by them, and partly by the school board?—That committee would have as one of its first duties education, and it would be likely to be freed from acting on some other committees.

8510. Have you formed any estimate of the cost per head of carrying on an efficient higher grade school?—No. I could supply you with that information, but I deprecate any consideration of children as making so much money.

8511. I am not talking about the grant, but the cost?—I have not considered that at all. I am an educationalist, not a financier.

8512. At what age do you get the pupils from elementary schools that are sent to your schools with scholarships?—About 12 or 13 years of age. I should say they average about 13.

8513. And do you consider that that is the right age?—No, I would have them earlier.

8514. At what age?—In order to have a thorough system of education I should like to have a grip on my children earlier than the fifth standard. I should like to have them at nine or ten.

8515. Do you think there would be a difficulty in selecting them at an early age?—Yes, I think there is a difficulty in selecting them in tender years.

8516. Do you think you could get out of that?—I have no difficulty, because my school goes down to the lowest standards, and therefore children can join my school at any stage. Therefore I have less difficulty than many people in grafting in new stock.

8517. But in dealing generally with the new scholarship system, how would you get over the difficulty that competitive examination at that age is not the best test?—No, it is not the best test.

8518. I will not press that. With regard to the scholarships tenable at your school, are there maintenance grants as well as free education?—That depends on the scholarship. In connexion with our school and with many of the other schools there are several kinds of scholarships. There is one kind of scholarship—what is called a Science and Art scholarship—which is based on private beneficence, supplemented by Government aid. The scholarship is for three years, and the private benefactors' grant is 15*l.* over three years supplemented by Government until it becomes of the value of 9*l.*, 12*l.*, and 15*l.* That is the scheme in the Science and Art Directory. The payment is made to the parents of the holder, and a portion of it goes for maintenance. The Leeds County Council gives scholarships of the value of 18*l.* extending over two years. Part of that is payable in fees, and part goes for maintenance. The West Riding County Council sends scholars to me, paying railway fare and fees but giving nothing for maintenance.

8519. Is it your opinion that maintenance is a valuable part of the scholarship?—In the higher classes. There are so many pupils who are willing to come and compete for these scholarships that I think the maintenance element does not come in very largely in the junior classes. But when the boy comes above 14 there is a pressing need for maintenance. I think above 14 the need for maintenance is very pressing indeed.

8520. Do you think the grant for maintenance should be graduated?—Yes, according to age, and according to attainments.

8521. Is that done in Leeds?—Yes.

8522. Putting out of the question altogether a school like your own, do you think that the mode of distributing the grants on results of examinations does not offer a temptation at all events to teachers to conduct their teaching of science in a particular groove? It has been suggested to us that it diminishes the elasticity of a course?—It does as a principle, but practically there is not.

8523. You do not find that in your school, but do you mean to say it is not so in other schools?—No, practically; because there are many things that hedge them round.

8524. Does the hedging round increase the elasticity?—No, but it prevents so much of this mere looking at money and money only. We are only allowed to teach so many hours per week in science.

8525. I am thinking of the elasticity of the teaching along the particular lines laid down in the syllabus?—You think of subject teaching as laid down in the syllabus.

8526. Yes?—Yes, there are defects here that are prominent. There are certain objections to the Science and Art Department as examiners of subjects. The Science and Art Department examines subjects only. Therefore, a science has to be arranged in certain bits and parts to suit annual examinations. But on the other hand, while these are subjects, and these are the goals of examination, it does not fetter me or any other teacher from going along certain rational lines for arriving at them. It does fetter us in not allowing sufficient preparatory work. I have all along asked for a scheme for having the work so graded as to prepare for those subjects. In the seventh standard I should like a preparatory course in experimental physics; I should like that to be recognised by the Science and Art Department. I should like them also to recognise a course in rational chemistry—not elementary chemistry, or advanced chemistry, but something that would lead up to that subject.

8527–8. (*Mr. Llewellyn Smith.*) Would you introduce something of that kind?—We do that already. Any teacher who is seeking to give real scientific teaching does that. But I should like that preparatory course at an earlier stage.

8529. You see the necessity for that, and you make your own course?—We make our own course. We need pupils to have attained a certain amount of knowledge at the Science and Art examinations, but I do not necessarily follow the groove that is laid down by that syllabus. Then there is another hedging. Twelve inspectors have been appointed, all men of recognised ability in certain lines. These men will visit our schools, I hope, and their province will be to see methods of instruction, I suppose.

8530. Do you anticipate a great value from that inspection by expert inspectors?—That depends on the inspectors, and it depends on the commission they get. If the inspectors are experts themselves in practical teaching and know the difficulties that environ us in making the continuation of elementary education lead up to higher education, they will do good in that way. If they are faddists merely, who know only one thing in education, they will do harm.

8531. (*Mr. Lyttelton.*) I think you expressed an opinion early in your evidence that pupils coming from private schools to your school were not so well taught as others?—That depends on the private school. What I mean in the north by a private school is a school started in an ordinary dining-room without any hygienic or scholastic consideration at all. Some person, say, has got a good education, and has not made his way in life, and starts a school. It is that kind of thing I mean by a private school which gives an imperfect education.

8532. There are many private schools in Leeds quite different from that in character, I suppose?—I know of several, the Girls' High School, the Middle-class School, and the Mechanics', but these are all.

8533. Would you say there is a very small number of efficient private schools in Leeds?—In the schools that have been started as private adventure schools I should certainly say that the training is not sufficient.

8534. I think you said that you wished for, or at any rate, that you would contemplate without dissatisfaction a leaving examination for the purpose of testing general culture?—Yes.

8535. Have you sketched out in your own mind what sort of examination that would be?—Probably the London matriculation fulfils that condition for my highest classes. I would have it varied in order to include everybody by excluding certain subjects or rather by giving alternative subjects. For instance, there are many boys who go up to my higher school who do not take Latin at all. I would have a leaving examination that would be modern in that case, but equal in width and equal in attainments to the other.

8536. We have heard a good deal of the difficulty that seems to be increasing, of the lack of teachers in elementary schools. Do you see any signs in the future that there will be a similar lack of teachers in schools of your class?—I am not aware of any lack of teachers, either in elementary or higher schools.

8537. In the matter of a popular election for an educational board it is your opinion very strongly that an election *ad hoc* is really an election *ad hoc;* that is to say, that the members of such board will, in a town like Leeds, really be elected for educational reasons and no other?—Yes.

8538. (*To Mr. Bidgood.*) Is that your opinion with regard to Gateshead? I think it should be elected *ad hoc.* We have very little connexion with the county council. The board receives a very small grant from it. But I think public opinion is very strong there that the body controlling education in the town should be elected *ad hoc.* I may say that Gateshead is a comparatively modern town; there are no schools of the class that Dr. Forsyth referred to when he spoke of private adventure schools. There is but one secondary school left there now (and that is not very flourishing), beyond the higher grade school. The town is very radical, and an overwhelming majority would be cast in the town in favour of one body for controlling the whole education of the town.

8539. (*To Dr. Forsyth.*) I think you said that the inspectors ought to be men who have had practical training?—Yes.

8540. Would you let them be ex-schoolmasters?—Yes.

8541. And not very old?—Not too old.

8542. Therefore there would be a considerable drain, would there not, on the present body of schoolmasters?—No. All the inspectors have been appointed, and they are a very small number.

8543. But the number would be largely increased if Secondary Education were organised?—There is such a number of talented young men coming up that I think there would be very little difficulty with regard to the supply.

8544. (*Mr. Fenwick.*) In your school, I believe, you take children of all ages?—Yes.

8545. In the event of parents wishing their children to go through a course of Secondary Education or higher education, would you prefer that they should be sent to you in the first instance rather than sent to an elementary school, and afterwards transferred to your schools?—I should have no opinion on the point. I should be quite willing to accept children who have come from any well-conducted elementary school under the Education Department's inspection, because I know that the system would be sound, and that they would be well taught.

8546. What are the conditions of children who have come from elementary schools to your school? Are they in any sense backward?—No.

8547. And you find no difficulty in dealing with those children who have come to your school?—None whatever. It is that that makes me make the distinction between the children coming from these private adventure schools and the children coming from the board schools? Of course I mean not only board schools but voluntary schools conducted under the Education Department. I say the same thing of them. I say that children have been well taught, and soundly; and I cannot say the same thing of children who have come from private adventure schools.

8548. (*Mr. Yoxall.*) The latest regulation of the Science and Art Department with regard to the amount of time to be spent in science is 13 hours per week. Is it, in your opinion, desirable that there should be even more elasticity than that granted, by which the headmaster or the managers of the school may reduce the proportion of science now taught in an organised science school and give more time to literary and commercial subjects, the latter in particular?—I would like more liberty even than that, particularly in the case of girls. I would not seek any more for boys. In some cases 13 hours is the minimum time for science teaching. I have no difficulty with the boys in giving them the full literary instruction and giving them 13 or 15 hours or more science instruction. But with girls I should like a still greater amount of liberty than the Department gives me. With some girls I can take this amount of science teaching and yet teach them efficiently in other things, but there are many classes of girls to whom this would be too much. My method, however, is this. I get quit of the difficulty by not taking so many subjects, and the 13 hours' teaching in science is not so objectionable.

8549. Do you think that is somewhat a reproach upon the system that in a great commercial country like our own so little attention should be given, even in the Higher Grade schools, to the teaching of commercial subjects technically?—"Commercial subjects" is very much a misnomer, and there is a good deal of misconception regarding what commercial subjects are. "Commercial subjects" with me means when a boy is going out into commercial life, I give him first a good sound elementary education; and then I import into it as much science as will make him a thoroughly intelligent lad. The amount of mere commercial work is elementary bookkeeping and elementary shorthand. The bookkeeping is only in a very elementary stage, because most commercial men say: get the boy to understand the principles of bookkeeping and that is quite sufficient because the application of bookkeeping varies in almost every office. With regard to shorthand I see that boys understand the principles of it, but I never take them to the length of being able to get up a speed of 70 or 80 or 100 words a minute.

8550. Then what about modern languages?—Modern languages are taught throughout all the schools; I should say they are taught in every higher grade school.

8551. For example, in Sheffield. where the teaching of Spanish is very necessary to the proper development of the commerce of the town, one does not find Spanish taught in the higher grade school there. In some

of such schools French is taught and German is not, and in others *vice versâ*?—You cannot teach everything in a short course of education. I argue thus:. On educational grounds English must be taught in every class of school from bottom to top. English cannot be understood unless you teach another language alongside of it to illustrate it. We take practically in Leeds, and I believe in many other schools, French, beginning at Standard V. Therefore the child who remains till 17 is taught French for seven or eight years. Latin is with us entirely an optional subject. It begins about the same stage. It is important that children should have rather one language sound than have two indifferently done, and therefore German is not taught until the second year in the organised science school.

8552. Therefore you take the view of giving a general liberal education rather than a special education?—Yes.

8553. With regard to organised science schools the tendency is to give rather a special education on the scientific side, is it not?—No. The organised science school is based on giving the principles of science.

8554. But the work of the organised science school as a whole tends rather to lead up towards engineering and practical chemistry than towards a full and complete equipment for commercial life?—I do not think a boy should go into good commercial life unless he has got the same training in English, the same training in mathematics, although not the same training in science and drawing as any other boy. But I could not imagine a boy being of any use in a merchant's office unless he can draw a little and understand English and French the same as any other boy.

8555. Take two boys receiving this training, one going into commercial life and the other going as an engineer or an analytical chemist. Would not the later years in an organised science school better prepare the analytical chemist or the engineer than the commercial man?—We have such an amount of variation in the second year that that is not the case. There is perhaps very little choice in the first year. In the second, third, and fourth years we do manipulate the curriculum a great deal. If he is going in for chemistry or engineering he gets all you say, but if he is going into commercial life, he gets a great deal less science.

8556. And more of modern languages?—Yes, and that is quite easy to arrange in a large school.

8557. Would you mind telling us what are the qualifications for teachers usually engaged in an organised science school. In nearly every case the head teacher is a university graduate, is he not?—Yes, and a large portion of the staff too.

8558. And they are men who have been teachers in public elementary schools as a rule?—Yes, very largely except in the case of specialists. The teachers of chemistry are not usually from a public elementary school, and the teacher of modern languages in most cases is not an elementary school teacher.

8559. Do you know whether it is found that teachers so advanced are capable of giving satisfactory Secondary Education?—There is very strong evidence indeed that men who have been advanced by their own special perseverance in training are the best teachers in higher grade schools.

8560. With reference to the inspectors appointed by the Science and Art Department, were any of those taken from the teachers engaged in the higher grade schools?—No.

8561. Do you know any reason why some ought not to have been so taken?—In the first place the schools are so new, and in the second place I do not think that any of the headmasters would have looked at any of these appointments.

8562. I suppose you look forward to appointments of that kind in the future taking place from the staffs of the higher grade schools?—Yes.

8563. What would be your view with regard to the educational conditions of admission to higher grade schools? Would you prefer that they should remain as they are now on an entrance competition, or would you to some extent set up a system of leaving exhibitions at ordinary primary schools, the competition to take place between scholars at the same school, and only those competitors approved by the head teachers or the managers of the primary school to enter into the competition at all?—I think that where there are scholarships given you must have competition, but the great bulk of my pupils who come from the elementary schools come without scholarships at all, and that is settled very largely by the position of the parents, and the desire or ambition of the parents for higher education. There is no need whatever, I think, to put anything like entrance examination except where there is a competition for scholarships.

8564. There has been a view expressed that, if possible, children should come into the higher grade schools at 10 or 11, rather than at 12 or 13. Do you think that the difficulty that has been pointed out of selection by ordinary means might be to some extent obviated by the teacher, who knows the child, having the power to nominate?—It might.

8565. (*Mr. Cockburn.*) The Commission have agreed to accept this appendix which you have put in your précis, and to incorporate that in your evidence. That being so it becomes rather an important document. I have been counting up the number of organised science schools which are in existence, which have been furnished to the Commission by the Science and Art Department, and they number 93. In this schedule of yours you only account for 32. Will you kindly explain how the discrepancy comes about?—Many of these organised science schools are technical institutions and mechanics' institutes. (*See Appendix No.* 2.)

8566. I do not find that from this return they are shown as higher grade schools. What has been the process of selection by which you have arrived at 32 instead of 93?—Those are members of our own association, and we have not even given all the members of our own association.

8567. Then do we understand that you have come to-day representing only such headmasters of organised schools as have joined some definite association?—That is so.

8568. Then there may be a considerable number of head teachers who have not joined your association who are still head teachers of higher grade schools and organised science schools who are not represented by you?—I hardly think there are any headmasters of higher grade schools and organised science schools that are not members with us. (*Mr. Bidgood.*) This list includes, first of all, a great many Scotch schools. Secondly, it includes a great many grammar schools which have organised themselves as organised science schools.

8569. Not a great many?—Yes, I think relatively a great number. Then it includes a great many public technical schools and schools of science and art established by county boroughs especially. The association which we represent appeals more to men who are at the same time heads of public elementary schools and of organised science schools which have developed out of it organically. (*Dr. Forsyth.*) And under popular management.

8570. Are there any provisions which would exclude heads of grammar schools which are organised science schools?—No, none.

8571. Then the whole 93, so far as your rules go, might be headmasters of grammar schools?—Yes.

8572. You have both had a considerable amount of experience as schoolmasters; would you tell us whether the tendency is, just now, and has been for the last few years, that children in the primary schools, both board schools and denominational schools, are reaching up to the higher

standards, and passing those standards at an earlier age than formerly?—Yes, and passing them better.

8573. Is 12 years of age, according to the Education Department's provisions for taking the steps year by year in the standards, about the age at which most of the children in our primary schools pass Standard VI.?—Yes, between 12 and 13, I should say, for perhaps 90 per cent. of the children.

8574. Is there of necessity a long interval between the time when they pass Standard VI. and the time when they can go to any kind of employment for which school provision should be made?—Yes.

LEEDS CENTRAL HIGHER GRADE SCHOOL.

8575. I think the number of your school is 2,200?—At present on the roll.

8576. And about 1,600 of those, in round figures, are beyond 12 years of age?—Yes.

8577. And upwards of 1,000 of those children are in Standard VII. and above?—Yes, 1,200 I should say, but fully 1,000. Just now we are at the beginning of a session.

8578. And you are having some of those children remain until they are 16 or 17 years of age?—Yes. I took a census after the visit of the Commission. You were making inquiries about the ages, and I took a census of children attending the higher section, that is, of boys and girls who are beyond the standards altogether. Under 14, I found 34 boys and 6 girls; between 14 and 15, 124 boys and 21 girls; between 15 and 16, 92 boys and 34 girls; between 16 and 17, 25 boys and 11 girls; above 17, 11 boys and 10 girls. That was the number actually present in the school the day after your visit.

8579. Now, with regard to your educational curriculum for these children. I suppose you work for the Education Department up to, and including, Standard VII.?—Yes.

8580. Then your connexion with the Education Department must of necessity cease?—Yes.

8581. They make no provision, pay you no grant, and there is no official recognition whatever after Standard VII.?—No official recognition whatever.

8582. Then the whole of your support from Government grant beyond Standard VII. must come from the Science and Art Department?—Yes.

8583. Please tell us how you divide out your years. If these children are 13 or 14 years of age, and remain with you until they are 16 or 17 have you certain set courses of instruction along which you take them?—Yes.

8584. Into how many years are those courses divided?—Into four years.

8585. Then a child may pass Standard VII. and still have a four years' course of secondary work laid out for him, along which he might be carried stage by stage for four years longer?—For four years longer.

8586. And the only support you get in a Government way towards that work comes from South Kensington?—Yes.

8587. The total grants from South Kensington, earned by your school last year, was upwards of 3,000*l.*?—Yes, mainly in the higher section, but a portion of it, of course, in the Seventh Standard.

8588. You say you have all standards in your school from Standard I. to Ex-Standard. Some of the higher grade schools in the country do not admit below Standard V. or Standard VI. Will you explain why there is any differentiation in your case?—The lower standards are composed very largely of brothers and sisters of my elder pupils. Our town, as you know, is a scattered town, and many parents prefer their children to

come under the guardianship of the older ones. Then, in the second place, a certain number (I hope a decreasing number) of parents would not send their children to the ordinary elementary schools, but they would send them to my fine school. That is a little survival of class distinction yet. Because we charge a fee these children are always small in number, and hence my First, Second, and Third Standards are very small, but at the same time they are efficiently conducted under the Education Department, and they are a capital feeder, because many a parent comes to me and says: "There is the boy for the next 10 years." I get him till he is 17, and there is some pride in sending out your own work from beginning to end.

8589. But although we recognise that in your school you have junior standards, I suppose on the part of your board there is no violation of or departure from the general principle of all boards that the school should be an educationally higher grade school to which children should gravitate after Standard VI.?—That is so. The best instance of that is that I have 550 children in Standard VII., and, perhaps, next year I may have more. That is the best proof I can give you that a great number of children come to me from the ordinary elementary schools at that stage. That is the period of my big influx of children.

8590. (*Chairman.*) From the other elementary schools of Leeds—Yes.

8591. Your own lower department would not give you that number?—Nothing like that.

8592. (*Mr. Cockburn.*) You are almost entirely dependent on the elementary schools of Leeds?—Leeds and the neighbourhood.

8593. You know as a practical schoolmaster, I suppose, that in almost all elementary schools the children as a rule leave after passing Standard VI. In very few cases they remain beyond?—Yes.

8594. The few who do remain, I suppose, average not more than a handful, say, six or seven. Is that your experience?—They are very few in the ordinary schools, and not only that, but after staying in the sixth Standard for a short time, they begin to find that they are not taught. Where a class in the sixth standard has only a few in it, there is not the same feeling of educational work, and a boy begins to think he is at the end of his education. His parents send him to me, and then he finds he is only in the middle of the school.

8595. Is it the general practice in the ordinary elementary schools that if a boy is kept beyond Standard VI., it is wasted time because he is made to recapitulate?—He is taken along the sixth standard in the work he has already done.

8596. He is carried along, again and again, over the work he has done?—Yes, and he does not see anything beyond. I attach as much value to the vista of educational work that he sees as to anything else.

8597. Is the alternative which school managers practically have—school boards, certainly—either to let children waste their time by remaining in the ordinary elementary schools in mere driblets, and thereby go over and over again the same work as long as they remain, or to gather them to one common centre?—Both on educational and financial grounds the latter is the better way.

8598. In the other case, there is the want of the prestige of a class, and the want of competition of a class?—Yes.

8599. In the opinion of both you gentlemen, will it be possible in large urban centres of education to carry on the work without what one may call an apex to the primary pyramid, from which such higher grade schools are supplied?—I think it would be faulty education altogether.

8600. Suppose there were a good grammar school in your town of Leeds already in existence, will you explain to the Commission any reason, if there are reasons, why that grammar school might not be made the apex to the ordinary primary schools instead of your higher grade school?—The

first ground of distinction is that the grammar school is not the continuation school of the elementary school. The second is, that it is a class school in the matter of charging higher fees. It charges such fees as only the very best people in our town could pay, and therefore it is a class school. In the third place, its curriculum is not sufficiently divided and sub-divided to suit even boys of talent who might in a short time adapt themselves.

8601. Leaving finance out of the question, and assuming that that difficulty could be got over by scholarships and other means, I should like to ask you this, as a practical schoolmaster; suppose a boy is trained in any of the primary schools up to Standard VI., is it possible to take that boy out of a primary school, conducted under the Education Department with all its crippling limitations, and make him a pupil in a grammar school, conducted for the most part, as our grammar schools are, on a totally different system and with a totally different curriculum?—No, it is not possible for the boy's good.

8602. (*Chairman.*) Why is it not possible?—In the first place the curriculum is quite different. In the second place the teachers, as a rule, have not had actual cognizance of what Elementary Education is and what is being done under it. (*Mr. Bidgood.*) With reference to that, I have in my mind a case of a boy who took his scholarship from the Northumberland County Council and went to a secondary school with it. The school is a grammar school of a very good type, I believe. I happened to see his time table at the end of his first year. The boy came from a public elementary school. He had been spending 11 hours a week in the secondary school in Latin. His course would go on for a second year with the number of hours per week in Latin. At the end of his time he would leave the school; he would have acquired a small amount of elementary Latin; he would have forgotten a good deal that he had learnt in the public elementary school; and he would probably be sent into a fitter's shop in some engineering works to learn his trade. Two years of his time would have been lost and absolutely nothing gained for him in the way of scholarship.

8603. (*Mr. Cockburn.*) Then your experience is leading you to the conclusion that primary education will have to have suitable secondary schools for the children who are going to remain longer than Standard VI., and that those secondary schools must remain under the control or direction of the same body who have brought the children up to Standard VI. Is that so?—(*Dr. Forsyth.*) That is my opinion. (*Mr. Bidgood.*) I hold the opinion very strongly.

8604. Do you want to have Secondary Education so organised in this country that your higher grade schools should become part and parcel of the secondary system, or could not a system be arranged by which you could be excluded and have Secondary Education organised outside of you? I take that to be the drift of the question put by Sir Henry Roscoe. Supposing we could have an extension of the standards say up to 10, that is to say, a grading of the work three further standards under the Education Department than is at present possible, that would probably cover all the needs of your school. If I understood Sir Henry Roscoe's question aright, it ran in the direction of suggesting to you that you might have a sufficient curriculum laid out before you and still be graded and classed as an elementary institution?—No, there could be no scheme of National Secondary Education which would have different classes of schools unless it recognised both classes. It might have different classes of schools, but it must recognise them all if it is going to be national.

8605. Is it possible for schools like yours and good grammar schools to exist in the same town?—Yes.

8606. Do you hold that there is a separate field and a separate *clientèle* for both?—Yes.

8607. How many varieties of schools have you in Leeds. Is your Boys' Modern School thriving?—The Boys' Modern School is doing very much the same work as I am doing in the higher section, and it is next door to us.

8608. What is your experience in other towns? Is there really overlapping and competition which is of an unhealthy and unsatisfactory character? One would like to have that evidence frankly given, if such evidence can be produced?—I have no overlapping in my case. I get boys from the grammar school or girls from the Girls' High School, and so on, and I daresay they get them from me, but nine-tenths of my pupils come from the elementary schools. I am not robbing other schools. I am supplying a demand for higher education for pupils from the elementary schools.

8609. Then I suppose I may say that from the Girls' High School and the Boys' Modern School in Leeds you practically have not a boy or a girl?—Very few. It is quite an exceptional thing.

8610. And they are charging a 7-guinea fee, and you are charging 25*s.*?—Yes.

8611. Then if the grammar school in your town is not particularly large or particularly prosperous there may be other reasons to account for that?—It is certainly not our higher grade school.

8612. As far as you know and have observed, the competition of schools would not account for it?—I am perfectly certain that it is not that that is causing them to decrease in number. The number that I take from such grammar schools is very small.

8613. (*Chairman.*) That is to say, the numbers that you draw of boys who have been in the grammar school?—Yes.

8614. But can you tell how many boys you take who would otherwise go to the grammar school?—That I know nothing about, but I am quite convinced that a genuine good school could exist side by side with ours and prosper.

8615. (*Mr. Cockburn.*) Do you know anything of Bradford?—A little.

8616. Do you know the Bradford Grammar School?—Only that it is very well conducted. I have had pupils from Bradford.

8617. Is the Bradford Grammar School one of the best conducted in the North of England?—Yes.

8618. They have in Bradford a municipal technical day school for boys and girls, have they not?—Yes.

8619. And have they a system of higher grade schools in Bradford?—No, I would not say they are higher grade schools. A few of their schools may be a little better than some elementary schools, but they are not higher grade. They are such schools as we do not admit to our association. We do not regard them as higher grade schools at all.

8620. At all events in Bradford they have a grammar school existing with these other schools?—With a good technical school.

8621. Now with regard to this joint committee. I am afraid you misled Sir John Hibbert; I do not mean that you intentionally misled him, but he did not quite catch what you meant. You say that in Leeds there exists a joint committee of the school board and the county council for the management of the higher grade school?—No. The school board manages me. But I know as a fact that there is a committee.

8622. Of the Leeds county council existing, with a committee of the school board?—I know nothing about what their relations are. I am managed by the Leeds School Board, and I am their servant.

8623. You know nothing about the administrative acts of your board?—No.

8624. Would it not be a correct way to put it that the county council of Leeds gave the school board last year 3,650*l.*?—Yes.

8625. Is it correct that in order to work together the school board have invited the county council in consideration of this handsome gift to send five of its members to sit with the school board for the distribution and administration of that money?—For the expenditure.

8626. Of that money only?—Yes, of that money only.

8627. But having no kind of power or authority or voice in the control or management of the higher grade schools, except in so far as that money is concerned?—I put it in the appendix to the statement of the association as responsible for the expenditure of that grant only.

8628. What do you mean should be the authority for the future? Taking, not your own school, but taking schools generally, and school districts, would you advocate a joint committee to consist of existing school boards and portions of county councils for the administration of schools in all their details?—I would prefer, if circumstances allowed it, in England that the school board as the only body that is elected on educational grounds should have the complete control of elementary and Secondary Education. Unfortunately, there are not school boards all over England. But I do know from my experience in Scotland that school boards there have been a great success in primary and Secondary Education, from their popular character and popular election. The difficulties are great with regard to a land that has not got school boards all over it.

8629. (*Chairman.*) Do you make that statement with regard to Scotland universally?—Yes.

8630. Is it not within your cognisance that there have been cases in Scotland where the administration of Secondary Education by school boards has not been a success?—In those cases there have been other circumstances, but it is not the fact of its being a school board that has damaged education in any way.

8631. (*Mr. Cockburn.*) Your difficulty in sketching this scheme probably will not be so great in the rural districts. You have been already taken over the West Riding, and you rather object to the West Riding as being too large an area for you?—Too large an area for any one council to manage.

8632. Too large for one council to supervise and direct?—Yes.

8633. Supposing all the county boroughs within the West Riding area were excepted, and taken out and formed units of themselves, do you think then the West Riding would be too large an area for a properly elected body to supervise and direct?—If they were allowed to add, or had the power of getting district representatives added to them, to increase their numbers, I think they would be able to manage, but I do not think that a committee, supposing it were numbering 15, could manage every school in the West Riding unless they were able to add popularly elected members for the districts.

8634. (*To Mr. Bidgood.*) I understood you said you were not representing the views of the association. Would you express any divergence from the opinion which has been expressed by Dr. Forsyth on this question?—The scheme I should like to adopt is the one which Canon Moore Ede, of Gateshead, has already sent to the Commission. He recognises the difficulty of dealing with voluntary schools. He is strongly of opinion that all schools should be under the same management; but he is also of opinion that the time has not yet come for any Government to suggest that all voluntary schools should be placed under school boards. He thinks the area should be large; probably a parliamentary division of a county. He suggests that first of all a division should be made in expenditure on primary schools and on secondary schools, just the same as boards of guardians at the present time allot to different parishes and different charities. Every parish should maintain its own primary school. If it is a voluntary school, it should go on as it goes on now. If it is a board school it should be maintained by rates from the parish alone, but the central body controlling the whole of the schools should be able to make a rate over the whole area. The larger boroughs of 50,000 inhabitants should be taken out of the county administrative areas. That is the outline of Canon Moore Ede's scheme, which appears to me reasonable, and I believe thoroughly workable.

8635. Is this your personal opinion?—That is my personal opinion alone.

8636. Has your association expressed an opinion?—The association has expressed no opinion on this matter. (*Dr. Forsyth.*) We have had a good deal of discussion, but we could come to no strong finding.

8637. I am afraid there was possibly some little misunderstanding with regard to inspection versus examination. Your association, I take it, would not suggest that either Whitehall or South Kensington should give large grants of money in aid of education without taking absolute security that the money is wisely spent?—Certainly not, but we think it can be by inspection quite as well as by examination.

8638. You are prepared to submit to inspection or examination, but you prefer inspection?—We want both.

8639. Do you want examination then to be at your own discretion, and not at the discretion of Government?—No, we would leave that very largely with the inspectors, only we might make certain claims too.

8640. Do you advocate at all the fusion of the two departments, Whitehall and South Kensington?—In our higher section, very much.

8641. At present you get no help from Whitehall beyond Standard VII.?—None.

8642. Then you come entirely on to South Kensington?—Yes.

8643. Does your association claim that you should have aid from Whitehall during the whole time a child is in the school?—We have never said Whitehall, but we should like recognition for those subjects that are taught on the literary side as well as on the science side.

8644. If there could be arranged a very judicious fusion of these two departments, and the money which they now give separately could be given in some collective form, and properly spread over a proper curriculum, is that what you would desire to see?—I should regard that as an ideal system if we could manage it.

8645. Do you take Greek in your school?—Yes, I have taken Greek.

8646. And in the eyes of the inspectors yours is an elementary school?—I do not know. The clerk of the West Riding County Council asked me whether the school was elementary or secondary. I told him it was elementary and secondary, and I say the same to all examiners.

8647. (*Dr. Fairbairn.*) I think you said that the science school was sufficient for all purposes of Secondary Education?—My organised science school—yes.

8648. And what part would you leave to the grammar school?—To the grammar school I would leave those people who are able and willing to pay such fees as a grammar school demands. That is largely a class distinction. Secondly, along the classical lines that lead to our ancient universities they have that field and they do that work well.

8649. Then under the head of Secondary Education, there you did not include a classical education?—Do you mean in my school?

8650. Yes?—A "classical education" with me is limited to such requirements as would be needed for the Victoria and London matriculation, but is not carried on to that extent that it would be in the grammar schools, which give a large amount of time to it.

8651. Would you kindly define what you mean by Secondary Education?—Any kind of higher education that is beyond elementary. I might put it in this way. With a school so large as mine I can have sides, and I have certainly a small classical side. I have a very large modern and science side, but I still have a classical side, which takes less science and more classics. I have a very strong science side, which takes more science and very little or no classics at all, so that I am a grammar school, a secondary school, and an elementary school all combined.

8652. Do you feel quite equal in your school to teaching languages, ancient and modern, not simply as philology, but as literature?—Yes, if it were wanted. We are limited very much to popular demands. First we get the pupils, and then we lead them and develop them. If I find a boy going for professional life or going for university life, certainly a classical training is the best for him; but I think it would be wasting such a boy's life in getting him to learn the elements of Latin and Greek when he has to depart at 15 years of age without getting a university training. I think that would be giving him something that is of little value to him. We go very much on those lines. But if a boy's parents tell me he is going on to the university, he will have our four years' training, and he gets a full classical training. Of course I take care that he gets mathematics or a little science along with it.

8653. Then as regards the philological side, would you be inclined to plead that it was a science subject as much as any of the physical sciences?—In what aspect?

8654. The study of the structure of the language as language?—We never venture much on that except with English over the whole school. We do that with English. We can only do it with Latin in the case of those who study Latin.

8655. Could you not to a large extent supersede the necessity of detailed instruction in English by prior instruction in Latin?—The first difficulty I had to overcome was to get the pupils to take Latin at all. I have to deal with parents, and I must gradually come to the children. I cannot get Latin in Leeds as a general subject. It is an optional and a special subject.

8656. Suppose the two departments of Science and Art Education were so fused that each could equally be the subject of developing grants, could not Latin be taught as the primary condition for the knowledge of English?—Yes, and as a Scotchman I should delight in that view, but the English people will not have Latin. In a Scotch school you will get a boy to learn Latin who is intending to be a workman.

8657. Then the proper termination of your school as distinguished from the termination of the grammar school would be——what?—The termination of my school is the university, but I send few pupils trained on the classical side in comparison with the number trained on the B.Sc. side.

8658. But if you had a boy capable of a developed classical education would you keep him or send him to the grammar school?—I would keep him and train him, unless he wanted to go to the grammar school, or if he had a scholarship that would take him to the grammar school. I never send pupils away.

8659. What classes do you draw your pupils from?—All classes of the community.

8660. There are no social distinctions between your school and an elementary school?—None.

8661. You say that in Leeds the majority of the working classes would resent the imposition of a rate for the maintenance of such schools. Do you think they would feel that, if they felt that the pupils were their own children?—I think that that was the feeling at the beginning. There was at first, I know, a strong popular feeling (it was my duty to know what the popular feelings were) that the higher grade schools should be self-supporting and should not come on the rates. I think that feeling is dying down, and after a time there may not be any feeling in that way. But it does exist at present to some extent.

8662. With the possibility of such feeling, do you consider that a school board popularly elected would be the safest body for the administration of Secondary Education?—Yes, for I think even those parents who do not send their children to the higher grade school are proud of it because

it is the apex of the system. They look at it with pride. It is one of the places that the citizens are proud to show to visitors.

8663. Under that school board would you bring equally grammar schools and higher grade schools?—Certainly.

8664. The whole of Secondary Education?—Yes, not that they need all be on the same line of growth or progress.

8665. But you would bring all schools dealing with every kind of quality of Secondary Education under one governing body?—Yes.

8666. What amount of home work do you require from your pupils?—It varies according to the age and advancement of the pupil. Every child does home work, from the youngest up to the boy preparing for the matriculation examination. In about the seventh standard, I should say an hour or an hour and a quarter would be all his home work; but as he goes afterwards into the matriculation class he will need two and a half to three hours.

8667. Now with regard to the classes, are there any connected, as it were, with the governing classes in Leeds who send their children to your school?—Do you mean the children of members of the school board?

8668. Or governing classes?—Children of members of the school board; of members of the county and city council; and the children of the mayor, even.

8669. And at the other end of the scale?—At the other end of the scale there are two classes of people that I look upon with special interest; the working man who wants his boy to be a foreman, and who feels himself, that he was not sufficiently educated, but is determined that his boy shall be better educated than he was; then the second class are widows who are very desirous that their girls should get into some better position than they occupy.

8670. (*Mrs. Bryant.*) I understand from the curriculum as set out in your précis and also from some other remarks you have made that you make some difference in the subjects of study for girls and boys?—Yes.

8671. Do I understand you to say that it would be possible to make a greater difference in the curriculum?—Yes.

8672. But at the present you are prevented from doing so by the South Kensington regulations. Is that so?—That is so.

8673. What kind of difference is it exactly that you want to make?—I would like to have such control over my classes that I would only put girls into such subjects as they can well do. In an organised science school there are two sciences I would have every child take, mathematics and chemistry, and drawing also. With some girls not over-strong physically or not over-strong mentally, I would give no more of those subjects, but the rest of the curriculum would be very largely literary or useful.

8674. On the ground of their being easier?—No, on the ground that they cannot do any more of this science kind of work.

8675. Why not?—I said on account of being physically not strong enough to do more, or mentally not strong enough to do more.

8676. You want to be able to make for these weaker girls an easier course?—A course that would suit them mentally. With clever girls I can get them to do a fuller course, and with exceptional girls I can get them to do as full a course as the boys.

8677. With the girls of good ability and good strength would you propose to teach them in the same classes as the boys?—I do teach them in the same classes now, or at any rate some of them.

8678. But the weaker girls for whom you want to have an easier course you would teach in separate classes?—Certainly.

8679. You emphasised just now, in reply to Mr. Cockburn, the disadvantage of having at the top of an elementary school a small handful of boys and girls above the standards working on by themselves; do you

not think that the same objection might be made to apply to higher grade schools—not perhaps to a large school like yours at Leeds, but to other higher grade schools which might have a small number of boys working on at classics or in preparation for the universities, whereas the great majority would not be?—There would be special teachers for them. They would always be taught.

8680. Would not that apply in the other case also?—I am afraid not.

8681. You also spoke of the impossibility or the great difficulty or disadvantage to a boy of sending him on to the grammar school and breaking in on the continuity of his education. I am not quite able to follow you there. Will you explain it a little further? Do you not think that your boys for instance, or the boys in any of the schools preparing for the London matriculation could at some convenient stage be just as well sent on to a grammar school where they were doing exactly the same kind of work and being prepared on very similar lines?—No, certainly not.

8682. What is the difficulty?—There is no difficulty except that I can prepare them, and can prepare them without any difficulty.

8683. They would not be worse off if they went to the other school, would they?—I think they would.

8684. Why?—The whole previous training would be different.

8685. One other question as bearing on that. Would you mind telling us whether you think that is because the preparatory work that has been done in the elementary schools is on the right lines and the other on the wrong lines, or *vice versâ*, speaking generally?—That depends upon what your child is. If the child is a child of the ordinary working classes, and intended for commercial or industrial life, such as we have largely to deal with in Leeds, the grammar school curriculum is utterly wrong.

8686. But I am now speaking of boys who go to universities, and who therefore do not belong to that class?—That is a point about elementary schools; that the elementary education is leading them along lines that at any time may be useful to them, but the grammar school is going for one special purpose, and I am afraid only for one. It takes them only for classics and nothing else. Those boys in my school can diverge off to science, and very largely do; but before I make them science students I want them to have a good sound education, and the London matriculation is the test of it.

8687. What is your objection to grammar schools? Is it that you think that a great deal too much attention is given to classics?—For my class of pupils. I am only thinking of my own class of pupils.

8688. (*Mrs. Sidgwick.*) Your pupils leave you at different ages varying up to 19?—Yes.

8689. Do you find any difficulty in arranging the curriculum to suit those who leave at different ages?—I make no difference. A boy stops at any point.

8690. Then if a boy leaves at 14, he may have acquired the elements of, say, French, that is all he can get?—Yes, all in that subject.

8691. There is no educational disadvantage, is there?—I do not think so.

8692. (*To Mr. Bidgood.*) Is that your opinion?—I think there must be some educational disadvantage, but I do not know how to arrange the course so that one could make it suitable for children of every age leaving every half-year.

8693. Taking those who, roughly speaking, leave at 14, and those who leave at 16, could suitable courses be arranged, do you think?—If the school is large enough, one might have a number of sides to it, but it is not practicable, generally speaking.

8694. Not in a small school?—It would be impossible. (*Dr. Forsyth.*) You must remember that even supposing they left at an elementary stage of French, we have introduced that to assist in English. Of course if I had Latin it would help us even more.

8695. My question was rather directed to the question of whether it was better to have separate schools for children who leave at 16 and children who leave at 14?—I believe strongly in having schools where there are all classes of the community—all classes of professions and aims—it is much more like a university; it broadens the mind. (*Mr. Bidgood.*) The boy who leaves my school at 14 is in a position to go to evening classes at once, and continue what he has had from me, and he is in the same position if he leaves at 15 or 16. I know from my experience in directing evening classes that the average boy from the grammar school is helpless in attending evening classes in a technical or scientific subject.

8696. (*Chairman.*) What grammar school are you referring to now?—I am referring to the average grammar school boy who has spent seven or eight hours a week in Latin and five or six probably in mathematics.

8697. (*Mrs. Sidgwick to Dr. Forsyth.*) Have you had any experience of boys or girls continuing their school education, tempted by maintenance scholarships, longer than is wise, having regard to their career in life?—No.

8698. (*To Mr. Bidgood.*) Have you?—I have had no experience. The Durham College of Science has only three open scholarships and the Gateshead County Council will give no grant for scholarships, or at any rate has not up to the present time.

8699. As far as you can tell, the parents are able to decide wisely about that?—I think so. (*Dr. Forsyth.*) And the parents, as a rule, consult us. We have very often the deciding of a boy's career.

8700. (*To Mr. Bidgood.*) You did not answer Mr. Cockburn's question about overlapping, I think. Have you had any experience in Newcastle about different educational institutions overlapping? Do they interfere with each other?—"Overlapping" is rather a curious phrase. I do not know that my school overlaps any other in the town with respect to curriculum or teaching. I have no doubt—in fact I feel sure—that one is only speaking the simple truth when one says that wherever there has been a good higher grade school established it has to some extent cut off the source of supply of some other secondary school in the town simply because we provide what the people want, and they, as a matter of fact, do not. But I cannot call that overlapping. In my own case, during the last three and a half years that I have been in my school, I have not admitted more than six boys from the grammar schools either in the town or in Newcastle.

8701. Is yours a fee-paying school?—Yes, we charge a fee of *9d.*, including the supply of books.

8702. If the Government regulations allowed it, would there be any objection to raising the fee?—I am sure we could fill a school at four times the present fee.

8703. (*To Dr. Forsyth.*) Is that your opinion?—Quite so. There is no difficulty about the fee.

8704. If it were necessary to get the money, you think that if it were felt desirable the fee might be raised with advantage?—Yes, with some parents, not with all.

8705. I do not quite understand what you would do with existing voluntary schools. Supposing the new district authority to be created, would you allow them, for the present at all events, to come under that authority, continuing the present management both in primary and secondary schools, subject to their fulfilling the State requirements as to efficiency?—I do not see much difficulty with voluntary schools, which would retain their own managers, who would look after all details, subject to this control by the central authority. If they did not want the control of the central authority, they would get no rates for building, and up-keeping, and things like that.

8706. You would allow them to come under the central authority, continuing their existing management?—Yes.

8707. (*Chairman.*) I understand you to say you have pupils of all social classes in your school?—Yes.

HIGHER GRADE ELEMENTARY SCHOOLS (1) IN RELATION TO SOCIAL CLASSES.

8708. Would you give me some instances of the sons of the upper classes who are in your school?—That I can only do in an incidental way. I avoid everything in the nature of an inquiry.

8709. We only wish to get an idea what kind of boys you receive?—I should say I have the children of Leeds town councillors, I have the children of the mayor, I have the children of members of the school board, and I have a large proportion of the children of the professional classes, doctors, ministers, lawyers.

8710. Solicitors?—Yes.

8711 Ministers of religion?—Yes. And I have a very large class indeed of children of people who are shopkeepers.

8712. Merchants and manufacturers?—Yes, from the merchant and manufacturer down to the ordinary shopkeeper in one of the main streets.

8713. Persons in good social positions, and enjoying large incomes?—Yes.

8714. I suppose upon that you base the statement that they would be quite willing to pay the larger fees?—Some of them.

8715. These persons would be probably willing to pay larger fees than you charge?—Yes, they might.

8716. Your fee is 25*s.*, I understand?—Yes. They come to me, not on that ground, but because the instruction is the best that is going to suit their boys.

8717. That is to say, the fact that the fee is 25*s.* is not an object with them?—Not with them.

8718. You say that the grammar school exists as a social institution, that is to say, that it has a particular social character?—It cannot draw from the same classes of people that I draw from.

8719. Why should it not draw from the professional classes?—It does; but I draw from them all.

8720. But why is it an institution of a separate social character? If you draw from the professional and higher social classes, and it draws from the professional and higher social classes, why is it an institution of a separate social character?—The great proportion of my pupils do not come from those classes.

8721. But you have told us that you have a considerable number from those classes. Why then is the grammar school an institution of a separate character?—The grammar school only draws from those classes It only draws from the upper class. I draw from all classes.

8722. That does not answer my question. Why should you consider the grammar school of a distinct social character from yours, if there are many people in Leeds in good circumstances coming to your school?—But what are those in proportion to the others? What are they amongst 2,200? The grammar schools draw from the upper class only.

8723. The Bradford Grammar School that you mentioned, you said was fed from the elementary schools?—So I understand; I only know it from the prospectus of the school.

8724. Why is the Bradford Grammar School fed from the elementary schools, and not the Leeds Grammar School?—Bradford has never had a higher grade school of its own, and the school board have sent a lot of scholarships in that way.

(2) IN RELATION TO GRAMMAR SCHOOLS.

8725. Would it not follow from that that if your higher grade school did not exist, the boys might go to the Leeds Grammar School, and supposing the Leeds Grammar School was as efficient as the Bradford Grammar School, would not the larger proportion of your pupils be going to the Leeds Grammar School?—I think they would if there was efficiency, and if pupils would compete for their scholarships.

8726. Perhaps that may be because the Leeds Grammar School is not so much in favour as the Bradford Grammar School?—The curriculum is not so much in favour.

8727. Then it is not because the school is a grammar school, but because the curriculum is not a curriculum which happens to suit Leeds?—Yes.

8728. But if it had a curriculum which happened to suit Leeds it would be doing a great deal of work that your school is doing?—But still there would be plenty of pupils for us both.

8729. It would be doing a great deal of the work which your school is now doing, would it not?—Yes.

8730. (*Mrs. Sidgwick.*) There is a school which in fees is intermediate between your school and the grammar school and which is quite full, I think?—Yes.

8731. (*Mr. Cockburn.*) And which school has grown since the establishment of your school?—I do not think it has grown, but it has not decreased.

8732. (*Chairman.*) Reverting to a question put by Mrs. Bryant, would you kindly explain why boys who are going to the university should rather come to you than go to the grammar school?—The boys whom I train for the university are boys who have come to us with only elementary notions of education and it has grown and developed with them in the school.

8733. But that is not the case with regard to many of your boys, because they are boys belonging to the upper and well-to-do classes and always intended to go to the university?—I am afraid not.

8734. Do you suppose that those people you have described to us intended that their boys should leave school at 14?—No.

8735. They intended them to stay till 16 or 17?—Yes.

8736. Or go to the universities?—Yes.

8737. Then why do you conceive that they had better come to you than go to the grammar school?—These boys have come to us and have only taken the notion of going to the university after training with us.

8738. But I understand that all along their parents intended that they should stay till 16 or 17?—But not necessarily to go to the universities.

8739. But they intended them to stay till 16 or 17?—Yes.

8740. Why, in that case, should they not as well go to the grammar school, assuming it to have a sufficient staff, and a suitable curriculum, as well as to you?—If there were a suitable curriculum, they might have gone there, but the curriculum is not suitable.

8741. That is an accident, and not an essential of the grammar school?—It is an actual fact.

8742. I ask you whether it is essential to your conception of the grammar school that it should have a curriculum which is not in favour with the people of Leeds?—Certainly not.

8743. Would it not compete with the higher grade school in that case?—There are children who go for higher education outside of Leeds.

8744. In other words, you say there is room enough in Leeds for both schools?—Yes.

8745. But your school is really a competing school; that is to say, it is a secondary school?—It is a secondary school in every sense of the term.

8746. And, in fact, a secondary school of the first grade preparing children for the universities?—Yes.

8747–9. Your curriculum is so arranged that it is not necessary to determine when a boy begins, at what point he is going to leave?—No.

8750. So that the curriculum will be equally suitable to all whether they are leaving at 13, 15, or 17?—Yes.

8751. And, therefore, in your view, there is no necessity for having a school classified as what used to be called first grade, second grade, or third grade?—No.

8752. But the school can be all three at once?—Yes.

8753. (*To Mr. Bidgood.*) How far do the observations which Dr. Forsyth made with regard to the presence of various classes in his school at Leeds apply to your school in Gateshead?—I think pretty much the same. The present Mayor of Gateshead has no children at school now, but we had his children when they were at school. They have been at school during my time. The members of the school board and of the town council send their children to the school.

8754. Then, generally speaking, you have a considerable number of pupils belonging to the upper classes?—Not a considerable number.

8755. But a sprinkling?—Yes, a sprinkling.

8756. And where do the rest of the children of the professional and commercial classes go who do not go to your school?—There was a boys' high school at Gateshead, which has just been closed. Most of the boys go to Newcastle.

8757. What is the fee charged in your school?—About 32*s.* a year, if they pay it quarterly. It is 9*d.* a week.

8758. Would a fair proportion of the parents be willing to pay a fee considerably higher?—Yes.

8759. Twice as large?—Yes, three or four times. I believe that if the fees were quadrupled.

8760. Then do I take it that it is not in respect of your charging a lower fee that you get these classes?—I believe they come to me to be educated because we give them what they want.

8761. That is to say an education different in type from what the grammar school gives?—Different in type from what the grammar school gives.

8762. With a stronger scientific element?—A stronger scientific element, and mathematical.

8763. (*Dean of Manchester.*) Following the Chairman's question, is there ample provision through endowed schools or grammar schools in any other way in Newcastle and Gateshead for Secondary Education?—In Gateshead the boys' high school is just closing. It has not been a success, and the school board has bought it.

8764. Has it been a reformed grammar school at all? Has it come under the Charity Commission?—It was a school established by a public company six or eight years ago. It started very well, but in recent years it has not been successful.

8765. There is not what we understand by a grammar school in Newcastle?—There is no endowed school in Gateshead. There is the Royal School in Newcastle.

8766. Has that come under the Charity Commissioners?—Yes. I believe they have dealt with it two or three times.

8767. And under any scheme has that proved a success?—I think it is beginning to be successful now.

8768. Do you think that is by their adapting themselves in some degree to your curriculum?—I am sure it is.

8769. (*To Dr. Forsyth.*) You seem to me, from what I saw in Leeds and also from what I have heard this morning, and from looking at your evidence, to be a sort of Universal Provider of Education in Leeds?—Yes.

8770. You have spoken a great deal of university colleges and London University, and so on. Does your provision cover preparation for Oxford and Cambridge?—No.

8771. Then you would, I suppose, relegate to the grammar schools, that preparation for Oxford and Cambridge?—No.

8772. What would you do with that?—If the parents of boys expressed a desire to send them to Oxford or Cambridge I would prepare them. No boy shall come to me and ask for higher education but I will provide it for him. But I cannot get boys to go to Cambridge.

8773. Nor to Oxford?—I have had no boys express a desire to go to Oxford.

8774. But otherwise you would adapt your curriculum, would you?—A clever boy cannot go to Cambridge. The scholarships are too small in value to provide for maintenance.

8775. But you would prepare him?—Yes, I would prepare him.

8776. You spoke of certain circumstances in Scotland, other circumstances than those to which the Chairman must have been alluding in his own mind, which militated against the success of the school board administration of Secondary Education. What other circumstances had you in your mind? I think you admitted that there were failures of school board administration of Secondary Education, to what do you attribute those failures?—I do know a town in which there were rich foundations and the directors of these established good schools of their own at a cheaper figure with sides like mine, not only classical but mathematical and scientific. The result was that a great number of children went there and these great foundation schools took away the pupils and took them away rightly from the high school.

8777. Was that owing to the administration of the school board?—No.

8778. The Chairman put this to you, and it is very important for us who want to know something about school board administration. The Chairman asked you: Was it not within your cognizance that there were instances in Scotland in which it was alleged that school boards had not administered Secondary Education successfully? and you said in some instances, but you said there were certain circumstances not really incident to school board administration which led to that unfortunate result?—My opinion about Scotland is that school board management has increased the value and importance of Secondary Education everywhere, and if there are failures they are due to other causes.

8779. Will you mention the causes?—There are some causes I should not like to mention.

The witness withdrew.

Adjourned to to-morrow at 11 o'clock.

TWENTY-SECOND DAY.

At Westminster Hall, Wednesday, 11th July, 1894.

PRESENT:

THE RIGHT HON. JAMES BRYCE, MP., IN THE CHAIR.

The Hon. and Rev. EDWARD LYTTELTON, M.A.
Sir HENRY E. ROSCOE, D.C.L., M.P.
The Very Rev. The DEAN OF MANCHESTER, D.D.
The Rev. A. M. FAIRBAIRN, D.D.
Mr. RICHARD C. JEBB, M.P.
Mr. RICHARD WORMELL, D.Sc.
Mr. HENRY HOBHOUSE, M.A., M.P.
Mr. H. LLEWELLYN SMITH, M.A.
Mr. GEORGE J. COCKBURN.
Mr. CHARLES FENWICK, M.P.
Mr. J. H. YOXALL.
The Lady FREDERICK CAVENDISH.
Mrs. BRYANT, D.Sc.
Mrs. HENRY SIDGWICK.

The Hon. WILLIAM N. BRUCE, *Secretary.*

C. BOWDEN, Esq., and T. J. MACNAMARA, Esq., recalled and further examined.

TRAINING OF TEACHERS.

8780. (*Chairman to Mr. Bowden.*) With regard to the question of the training of teachers, your view is that the arrangements that should be made for the training of teachers ought to be adapted to teachers in every kind of school, whether secondary, primary, or technical?—Yes.

8781. And that that applies equally to what may be called the intellectual branch and to what may be called the moral branch of the science and art of education; that is to say, the uniformity of system which is desirable for the training of teachers applies equally to the intellectual side and the moral side of the science and art of education?—I believe that it does.

8782. And your view, I believe, also is that it is not likely that anyone would succeed in the practice of teaching with older children whohad not had some experience of younger children also?—Considering the gradual development of the faculties of children, I believe they would be better teachers of older persons if they have had practice with young children.

8783. And I suppose I may take it that you would desire to have some sort of training given to all teachers?—I believe training is necessary to every class of teacher.

8784. How far ought that training to be theoretical as well as practical?—The theoretical training and the practical training ought to go along side by side.

8785. Do you mean you would not begin the theory until you were also beginning the practice, or that having begun with the theory you would continue it in conjunction with practice?—I believe that instruction in the theory and the art of teaching should begin at the same time.

8786. That is to say, you would not let the person preparing for the work of teaching have any theoretical instruction before he began his practical work?—I think that he requires the practice in order that he may thoroughly understand what he has himself been taught of the theory of teaching.

8787. That is not quite what I meant. Is your view this: that as soon as anyone begins to learn the theory of education by lectures he should also begin to practise; or would you allow him a certain time spent in purely theoretical instruction before he began the practical?—He must have some slight knowledge of the theory before he actually goes into a school, but the time between the lectures on the theory of teaching and the practice of teaching should not be very great.

8788. (*To Mr. Macnamara.*) What is your view on that point?—I agree with Mr. Bowden. I think that you might begin teaching concurrently with the instruction in the theory of education.

8789. Do you agree with the other opinion that Mr. Bowden has expressed on the other points I have put to him, or have you any variation of view to express as to the training of teachers?—I think it is most desirable that all grades of teachers, no matter what schools they may be going into, should receive a portion of their training under the same roof. I do not think it is possible to arrange that their literary training shall be taken together, because they begin at so many different stages. In the elementary school a pupil teacher who has passed the Seventh Standard is eligible to commence as a teacher of the Fifth Standard children. It is obvious that that teacher could not commence his literary equipment with the university man who wants to be a teacher. But I think it might be arranged, and it ought to be arranged, that the pedagogic training of all teachers should be taken together. I want to emphasise the need of that from my point of view.

8790. It is clear, of course, that anybody who begins as an elementary teacher in an elementary school, taking our existing system, would not be capable, let us say at the age of 14 or 15, of receiving the same kind of theoretical instruction as the university graduate would naturally receive at 21. How would you meet that difficulty?—I am presupposing a considerable change in the pupil teacher system.

8791. (*To Mr. Bowden.*) What do you think of the present system of training colleges for elementary teachers. I do not mean regarding it from other points of view, but solely from the point of view of its adequacy as a means of giving preparation in the science and art of education?—I believe the training colleges are admirable institutions for giving teachers a knowledge of the theory and the art of teaching. I personally derived very great benefit from having been to a training college, and from my knowledge of the progress that they have made, I think that they are good institutions for the purpose. The restrictions on the students perhaps might be relaxed in some measure, and the students might be left a little more to themselves. The curriculum is a wide one in many of the training colleges, in the best of them sufficient, for example, to permit graduation at the London University, and as the pupil teachers are better prepared the whole of the students in the training colleges may be prepared for the university, and go out of the training colleges, especially if their time were extended, with a university degree. That is the case with one or two of the training colleges at the present time. I believe the whole of the students in the first year, for example, at Borough Road, are now in classes preparing for graduation at the London University. That might be the case with the whole of the London colleges.

8792. (*To Mr. Macnamara.*) What have you to say upon that point?—I very largely agree with Mr. Bowden. I think there are particulars in connexion with the curriculum of the training colleges where there is more elasticity needed. I think cases arise where men and women have to do the same things over again, where they have to mark time, especially if they have been successful in their pupil teachership. I think the

training college system should be more and more associated and affiliated with the university system, and I should oppose the establishment of any training college in the future which did not easily provide for opportunities for university training for teachers.

8793. (*To Mr. Bowden.*) What would you think of the plan of substituting for the present training colleges courses of instruction in the theory of education to be given at the teaching universities (you know what I denote by the teaching universities), accompanied with some provision in the places where those teaching universities exist for practice in the art of education under the supervision of those who are giving theoretical instruction as well as of practical teachers?—I think the whole of the training colleges should be affiliated to the universities.

8794. What do you mean by "affiliated"; do you mean that they should be removed from their present sites, and planted in university towns?— No; I mean those which are anywhere near a university centre should be schools or colleges of the university; that the candidates for entrance to the training college should be required to reach such a standard as would be equivalent to matriculation at either of the universities. The Queen's Scholarship examination is accepted at some of the day training colleges as equivalent to matriculation. It is at the Durham College of Science, and all the Queen's scholars are matriculated students of the Durham University. They have their lectures on school management and the theory and art of teaching from normal masters, but they receive their other education from the professors of the university, and many of them graduate before leaving the university.

8795. But you are aware that, as regards Oxford and Cambridge and the Victoria University, residence and the receipt of teaching in the university or, in the case of the Victoria University, in its colleges, is an essential, and that those universities do not affiliate colleges situated away from the place in which their own teaching staff exists?—If the colleges were at different centres the students might be treated as non-collegiate students.

8796. But the non-collegiate students as regards Oxford and Cambridge are required to reside?—They reside at Oxford. There is a censor over them at Oxford, and there might be a censor over them in the various places where the training colleges are.

8797. Although those places might be at a distance from Oxford and Cambridge?—Although they might be at a distance. I think it is perfectly possible that they might be placed under the control of the university, even if they be not in the university towns.

8798. But you are aware that the governing authorities of the university entertain great objections to any scheme of that kind?—I was not aware that they objected very strongly to that.

PRACTICAL TRAINING.

8799. What kind of practising school would you like to see for the practical instruction?—In very large towns there are schools which would be suitable as practising schools for every class of teacher. The council of the Durham College of Science a little while ago invited the attendance of teachers who were preparing for secondary schools to receive instruction from the teachers in the College of Science in the science and art of teaching. I regret to see that that has not been adopted by any of the teachers preparing for secondary schools, but arrangements could be made in a centre like Newcastle for the training of every class of teacher from the poorest elementary schools to colleges of university rank.

8800. You would like, in fact, to have what might be called faculties for instruction in the theory and art of education in all these centres?—I think the whole of the universities ought to have a faculty of education. I myself place education upon quite as high a pinnacle as theology or law or medicine. I think there is quite as great a necessity for having persons thoroughly well trained in education as there is in either of the branches mentioned

8801. Then, I presume, you would prefer that all faculties for giving instruction in the theory and art of education should be connected with universities?—I should prefer that.

8802. (*To Mr. Macnamara.*) Is that your view?—Yes, most decidedly, but I do not see why the present practical side of the training college should not become the faculty for education in the future. I should look forward to the time when the training colleges could gradually come nearer to the universities. I quite see the difficulty of having the training colleges a long way away from the universities. But in time, if they could be gradually drawn to the universities, I would submit that the present provision for practical training of teachers in the training colleges might become the faculty for the training of teachers. Then, whilst our students in the training colleges might go to the universities for their literary training, on the other hand, I think, it would be most advantageous that the university students who are anxious to become teachers might go to the training college for their pedagogic training.

8803. Do you think it is necessary for the purpose of practical training to have what is called a training college?—I think it is most decidedly necessary to have such opportunities for practical experience as we have in the training colleges.

8804. Do you think it is any more necessary to have a residential training college to instruct persons in the science and art of education than it is to have a residential legal college to instruct persons in the science and art of law?—I do not know how far we have practical opportunities for instruction in the art of law.

8805. We have nothing in the nature of a training college for law, at any rate. We have faculties of law at the universities, but nothing corresponding to a training college; and as the analogy of law was put forward I invited your attention to that case?—I should put forward the analogy of medicine.

8806. There you have teaching faculties, but nothing corresponding to a training college. Do you see any more necessity for having instruments for the science and art of education in the case of training teachers than you do in the case of medicine?—I see the same necessity.

8807. But no more necessity?—We indicate the needs in the case of medicine. We have the hospitals.

8808. But you have no training colleges?—(*Mr. Bowden.*) But the hospitals practically take the place of the training colleges. The students at college work under the direction of the house surgeon and those who are in charge of the hospitals. They attend the places where operations are performed. They watch an expert at the work just the same as a young teacher in a school watches the expert head teacher do the work.

8809. That is to say, practical instruction under the eye of the teacher is considered necessary in medicine, and you consider it equally necessary in education. That I fully understand, but I draw attention to the fact that there is nothing in the case of medicine which corresponds to what the training colleges have heretofore been in the case of education?—The professors at the various medical colleges give lectures in the various branches of the science and art of medicine.

8810. We quite understand from your previous answers that you desire practical instruction. I only put to you whether there is anything in the case of medicine that necessitates an institution corresponding to the existing training colleges in the case of education?—I do not see the difference. At a training college persons are receiving instruction in addition to receiving help in the theory and art of teaching.

8811. But a training college is a place where the students live together and are subjected to a certain disciplinary system?—That is the case in England, but in Scotland there are no residential training colleges at all.

8812. I am referring simply to the English training colleges?—I have here a list of the training colleges, and I see that a large number of them

are taking day students in addition to those who are residential. I am very glad to see that, and should wish to see the practice very largely extended if the training colleges have accommodation for more students than they have actually in residence.

8813. Do you think that the denominational character of many of the training colleges would be any obstacle to the development of such a system as you desire?—Many of the training colleges are placed in small towns. I think that probably those would not be very suitable for the training of secondary teachers, partly because of their distance from the universities, and I should like to see the development of the training colleges go along with the universities and the university colleges. There is ample opportunity.

8814. That does not quite answer my question. Do you think that the denominational character of any of the existing training colleges places any obstacle in the way of the realization of your views?—I believe there is a general desire for the adoption of a conscience clause in colleges, so that persons may get the advantage of training without conforming to the denominational opinions that those who conduct the training colleges have.

8815. (*To Mr. Macnamara.*) Have you any opinion to express on this point?—I quite see that the denominational difficulty will be a real difficulty; but I must point out, especially in connexion with the admission of day students, that, so far as I am aware, the denominational difficulty is tacitly put on one side. A day student going, for instance, to Whitelands would not be subjected to the religious discipline that the other students would be subjected to. I do not think that the authorities would call for that at all. (*Mr. Bowden.*) They do not desire the day students to attend the forms of worship that are conducted in the various colleges, and it might be perfectly possible for those who went for the theory and art of training if they resided in hostels, for example, in the neighbourhood, to attend the training college and receive the instruction required without conforming to the denominational principles of the conductors of the colleges.

8816. Do you think that the same system could practically be applied in the universities to students preparing themselves for work in elementary schools and those who are intending to enter secondary schools?—The fact that there are day training colleges in connexion with the universities of Oxford and Cambridge shows that they could adapt themselves to the work of preparing teachers for various classes of schools.

8817. How far is the instruction in the art of education which is given in the Universities of Oxford and Cambridge taken advantage of at present by elementary teachers or persons preparing to be elementary teachers?—Not much, because the cost of residence at Oxford and Cambridge is greater than the cost of residence in either a training college or a day training college.

8818. You think that would be a question of expense?—Simply a question of expense, and nothing else. The syllabus of the training syndicate at Cambridge covers no more ground than is actually covered by the lectures in the theory and art of teaching in the ordinary training colleges at the present time. I read it very carefully before coming here, and I see that we could present every second or third year, at least, students for that training teachers' syndicate diploma, and every first-class student would certainly get the diploma as well.

8819. When you say "we could present," whom do you refer to?—I mean that the second year's students of the day training colleges could all enter for that examination for the teaching diploma of Cambridge, and succeed in getting the diploma without difficulty.

REGISTRATION OF TEACHERS.

8820. You are aware that a great deal of evidence was taken by a Select Committee of the House of Commons on the subject of the registration of teachers two or three years ago?—Yes, I am.

8821. I think the National Union of Elementary Teachers gave evidence through some of its representatives before that Committee?—Yes. I was one of the representatives of the National Union of Teachers.

8822. Have you anything to add now to what was then said before the Select Committee on the subject of the registration of teachers?—I do not think I have anything to add to the evidence that I gave before that Committee.

8823. (*To Mr. Macnamara.*) Have you anything to add on the subject of the registration of teachers to what was said then?—I only want to emphasise my opposition to the highly objectionable suggestion that while the elementary school teachers should go on the register, they should be registered in a separate class. I want to enter my objection to that very strongly.

8824. You wish to see one register for all classes of teachers?—Yes, most certainly. (*Mr. Bowden.*) I think there ought to be one register for the whole of the different kinds of teachers, because the qualifications of the elementary teachers are in many respects superior to the qualifications of those engaged in secondary schools.

8825. Superior in what respect?—Superior, first, in the knowledge of the theory and the art of teaching, and secondly, in their literary qualifications.

8826. You mean you think their attainments are in fact in many cases higher?—Their attainments are in many cases very much higher than those of persons engaged in secondary schools.

8827. What classes of schools do you refer to?—Such classes as are under the directon, say, of the College of Preceptors.

8828. Do you mean private schools, or do you apply that remark also to public endowed schools?—I suppose the College of Preceptors principally has to do with private schools; but speaking even with regard to endowed grammar schools the qualifications of the teachers in the elementary schools are equal certainly to those of most of the assistants in those schools. A paper was put in before the Select Committee of the House of Commons on the registration of teachers, which showed that more than half of the candidates for employment under the College of Preceptors had no attested literary qualifications whatever, and that they had no attested knowledge of the theory and the art of teaching.

8829. (*To Mr. Macnamara.*) Have you anything to add on that subject?—I only wish to say that probably it will not be disputed that a very large number of what are called elementary teachers have very high literary qualifications. Mr. Bowden has referred to the Borough Road Training College, and it is a fact that most of the Metropolitan Colleges now send out many of their men with the intermediate arts or science degree of London, and within a year or two they complete their degree, and sometimes they take both degrees. There have been statistics prepared, and they might be put in. (*Mr. Bowden.*) I will refer you to the paper on page 326 of the report on the Teachers' Registration and Organization Bill.

8830. (*To Mr. Macnamara.*) I understand your view to be that it is very desirable that there should not be a separate management of the secondary schools from that of the elementary schools?—Yes.

8831. You desire all to be under the same management?—Yes.

8832. As well under the same local as under the same central management?—Yes.

8833. You desire, I believe, that every secondary school under public control, or receiving any public money, should have a certain number of free places for promising scholars?—Yes; I say a substantial portion of its school places.

SCHOLARSHIPS: SUGGESTIONS FOR MODIFYING COMPETITIVE SYSTEM.

8834. Have you any observation to make upon the system of awarding leaving scholarships or entrance scholarships from the primary schools?—I am able to say that the elementary teachers view the competitive system as introducing a good many evils. Personally, I do not make much of the "overpressure" objection in connexion with these examinations; but I most strongly insist out of my own experience in a very poor elementary school that scholarships awarded under this plan as a rule fall only to those children whose parents can provide special and often expensive coaching. And I also point out that the results of a single examination are often adventitious, the best candidates sometimes coming off badly. In the place of the competitive system I submit, as being far preferable, a plan under which there would be attached to each elementary school a system of leaving exhibitions in proportion, say, to the average attendance of the school, assignable as the managers and teachers may in each case decide. I have watched that plan very closely in connexion with the ordinary plan of competitive examination in Bristol, and I should like to place before the Commission one or two points in connexion with that. In the centre of Bristol there are a variety of scholarships awarded on competition, and there is the Birkin's Charity awarded on the plan I suggest, namely, that of attaching to each school leaving exhibitions awarded by the managers and teachers. I have taken the trouble to write to some teachers who have had experience under both systems—the close scholarship system and the competitive system. Mr. John Gard, who is the headmaster of St. Nicholas' School, Bristol, says: "I heartily agree with "you that our Birkin's Charity system of allotting scholarships is far "preferable to that of competitive examination only, as managers and "teachers are far better judges of the fitness of a boy than any examiner "can possibly be." Then I get the same evidence very strongly endorsed by Miss Little, who is the headmistress of the Newfoundland Road Girls' Board School, Bristol, and also from the headmaster of St. Barnabas' National School, also from the headmaster of the Temple Colston School. Then I get a teacher who puts up his hands in despair and suggests that nothing can be done. He supposes that the plums will still be got by the children of the well-to-do, and does not discuss my suggestion. I write back to him again, putting it plainly to him as to whether this "close" system would not be better than the competitive system, and he writes back at once and says: "Yes, I see "a positive advantage in the plan you suggest." Then the last teacher I am going to quote raises the difficulty that the number of scholarships are so few that it would not be possible to attach to each elementary school a close leaving exhibition. I point out to him that it is hoped there will be a much larger number in the future, and he tells me that he has had some amount of heart-burning in connexion with the award by managers and teachers of this close system of scholarships. I may say that the Nottingham School Board avails itself of this system, and the awards are made by the managers and teachers. It might fairly be put to me that in one school you might have a larger number of abnormally clever children than the proportionated number of close scholarships would meet, and in another, and particularly in a poor school in a poor district, you might not have enough to avail themselves of the scholarships. I compromise upon that matter by saying that outside these close exhibitions there might to be a small per-centage for general inter-school competition. I say that because I am very anxious that no bright child might be lost to the nation, and I say it without prejudice to my objection to the competitive system.

8835. What regulations would you be disposed to enact for the working of the competitive system?—Wherever the competitive system is continued I say that it is most essential that the exhibitions should provide where necessary for some of the cost of maintenance, as well as the tuition and the cost of books of the exhibitioners; that they should increase in value year by year while held by the same pupil; that they should involve no religious disabilities, either at the entrance upon, or during the enjoyment of, the scholarships, and that they should be bestowed preferentially

upon the children of parents whose circumstances would not otherwise warrant the continuance of their children at school.

8836. Have you any observations to offer as regards the examinations under that competitive system?—Yes, I think the four provisions that I have already quoted in any case, whatever the system may be, want to be kept well to the front. Then, in connexion with the competitive system, too, I do not think there ought to be any entrance or registration fee, however small it might be, because I know by personal experience that even an entrance fee of 1*s.* 6*d.* prevents a child from competing for scholarships. I think the papers set at examinations for scholarships from public elementary to secondary schools should be confined to the subjects obligatory in public elementary schools, together with one additional class subject. I want to point out most strongly that the weighting of an examination syllabus with "fancy subjects," say, algebra, Euclid, and so on, makes it impossible for the children in poor districts, who have no opportunity of taking a wide curriculum, to compete with success, and the teachers in such schools are hopeless in this matter. Then I also think precautions should be taken, as far as possible, in order to render abortive any practice of private payments for the special tuition of competitors. I point out that when the questions run year by year mechanically in the same groove there is a good deal of special priming. A *vivâ voce* as well as a written examination by the inspector would, perhaps, assist the end I have in view.

8837. You attach a good deal of importance to the *vivâ voce* examination?—Yes, a fair amount of importance.

8838. Are there any difficulties which have struck you with regard to the kind of control which is now exercised over elementary schools which you desire to see avoided in whatever control the State may in future exercise over secondary schools?—Yes, I think it is most desirable that many of the evils of the present State administration should be avoided if the State is to take the control.

8839. What evils are you thinking of?—I am thinking of the evils of the system of assessing grants upon the results of examinations; the infliction of a rigid code of regulations affecting the plans and routine of the schools, and the aims and functions of the teachers; the system of endeavouring to test progress by set examinations; and the most glaring evil of endeavouring to inspect schools by unqualified persons.

8840. What do you intend to convey by "unqualified persons"?—Persons who have had no practical experience of the work of elementary school education.

8841. You think it should be an essential pre-condition for the appointment of anyone as an inspector that he should have had practical experience as a teacher?—It is most essential. I point out, that the State must necessarily, on behalf of the children, the parents, and the public funds, take full security that efficient work is being done, and in my *précis* I submit a statement which meets my view precisely of the best way in which that may be done.

8842. I suppose you think that a good deal may turn upon the nature of the local management of the school, that is to say, the local governing body, as distinguished from the influences of the State through its inspectors?—Yes.

8843. Have you any observations to offer upon that head?—Yes. I object to the management of the school by any individual person, or nominally by small bodies of managers, who virtually delegate their powers to one person.

8844. You think the system of management of voluntary schools by a body of local managers is not always successful?—I am speaking now with respect mainly to voluntary schools. There are striking instances of schools managed by one person practically, though not nominally.

8845. What have you to say about the voluntary school managers?—I think it is most objectionable that the schools should be managed by one person.

8846. Is not that a state of things which usually arises not so much from any regulation or permanent arrangement, as from the fact that one person succeeds in nominating his colleagues?—No; the "one-man manager," as we describe him, has recently legally been accepted as a proper manager of a school, most unhappily, and, while the Education Department does insist that certain other persons shall sign what are known technically as "Forms 9," yet a man may be quite unassociated in his management of them, although the Code has recently decided that there should be a minute book kept and minutes of the proceedings. How he is to enter the minutes of his own proceedings has not yet appeared.

8847. Does it not sometimes happen that, although there may be a body of persons nominally equal, the control falls into the hands of one person?—Yes, and that is a thing to be deplored. Very frequently the vicar of a parish is the principal supporter of, and we will say takes the keenest interest in, the school. Then he goes round and desires to associate other persons with himself in the management, but very often those who are nominally associated with him get very little of the management.

8848. Whether he be the solitary manager under the regulations, or the solitary manager practically by virtue of his greater influence, do you think his sole managership has a prejudicial effect in any way upon the school by unduly controlling the discretion of the head teacher, or otherwise?—I think there are cases in which that is the case, but I ought to say in fairness that a good many such clergymen are probably the best friends, and the only friends, that the national school in the village can produce.

8849. It would very often happen in a country place that the clergyman was the only person who cared about education?—Yes, that would happen frequently, and the very reverse of that would happen frequently in the case of the clergyman.

8850. But still I suppose you do not intend to express any censure upon the action of clergymen as a whole?—No, on the contrary. I have been anxious to avoid any general censure. Then, with regard to the evils that should be avoided in the matter of local management, I think it is a pity that the teacher is practically excluded from the deliberations of the local authority, and that his reasonable wishes and skilled opinions with regard to the conduct of the school are frequently disregarded. Then I think it is most desirable—but I hope that this would scarcely arise in connexion with secondary schools—that there should not be imposed upon teachers any tasks extraneous to their proper functions as teachers. That is a very glaring matter in connexion with elementary teaching.

8851. What kind of tasks do you refer to?—Large numbers of our rural schoolmasters are compelled, as a condition of appointment, and as a condition of retention of their office, to do certain other matters, such as play the organ, train the choir, be secretary of various village clubs, and so on. I am anxious that they should have liberty to do those things if they wish, but that it should not be made a condition that they should do them.

8852. Do you think that difficulty would arise?—I have said that I hope it will not arise. It is so outrageous that I scarcely think it will arise.

8853. (*Dean of Manchester.*) That is contrary to law, is it not?—No, it is not contrary to law, I am sorry to say. I wish it were contrary to law; it may be shortly. I wanted to say, too, that in connexion with the local management of our elementary schools we have many instances where teachers are denied the ordinary civil and religious liberties of English people,

8854. To what, may I ask, do you refer?—I will give you a practical instance. We get the case of a teacher who is dismissed from his post for

absolutely no reason except that he has taken upon himself to canvass for a political candidate. There is a case of that kind on record. Nothing was alleged against him as a teacher, and he was dismissed for that reason. That I take to be an interference with the ordinary civil and religious liberty of English people.

8855. (*Chairman.*) Surely that would be an offence which would be the subject of censure by the Central Authority if it were brought to the notice of the Central Authority?—The Central Authority has no control over the dismissal of teachers by the local authority. Mr. Acland was thoroughly well assured of that, and had to say in the House, as he has had to say in many cases, that the Central Authority is absolutely helpless; that it cannot review the decisions of the local authority.

8856. Would that apply in a case where the Central Authority was satisfied that the dismissal had been made from improper motives?—Yes. Mr. Acland's reply in the House during last fall in connexion with the dismissal of a teacher, into the circumstances of which I will not go, was this: "It is an unjustifiable dismissal, but the Department has no authority to interfere." The case I refer to was the dismissal of a teacher by a Sussex school board of five members. It is mainly small school boards who conduct themselves in that way.

8857. It would only be a small school board in which such a thing could happen, would it?—I do not know that.

8858. Have you ever heard of such an instance in the case of a school board in a town?—I have never heard of such a glaring case of injustice as that, although glaring cases are on record. I mean to say injustice from my point of view.

8859. Of course, it is possible that political motives, if those are what you refer to, may enter into the action of any local authority. It is probably within your knowledge that in many parts of the United States the efficiency of the education has suffered from the fact that the schools have "got" into politics?—And we do not want to emulate that, I take it.

8860. But that is an evil which to some extent might occur under any system?—But if the teacher had some sort of appeal you might obviate that difficulty to a considerable extent.

8861. Do you mean an appeal to the district authority or the Central Authority, or both?—There are a variety of schemes before the teaching profession, and all those are included; and I should add that an appeal to a law court is also suggested.

8862. (*Dean of Manchester.*) Is there not an appeal to a court of law now?—No, not in the case of dismissal.

8863. Is it not within your cognizance that it has been done; that what you would call an unfair dismissal has been brought before a court of law?—Yes, where the notice has been illegal. Where a body of managers, or a school board, has undertaken to give a teacher three months' notice, and where the notice has come from an individual member, or has not covered the prescribed term, then an action has lain for breach of contract. But whatever the reason may be, spleen or political motives, and however unjustifiable it may be, if the prescribed notice is sound and valid, and the proper notice is given in a proper way, there has never been a case taken before the law courts, because you could not go before the law courts with that plea.

8864. (*Chairman.*) Have you any other observations to add on this head?—Yes, and here again I should hope that I scarcely need to enunciate this difficulty. We suffer from crowded class-rooms and congested classes—in London especially—at the present moment, ranging from 70 to 100 children. That is very often the result of inadequate sources of income, or when the sources are adequate, of wasteful parsimony. Then again, I should hope that however far the State should organise Secondary Education, it should avoid paying such meagre salaries as is the case to-day, particularly with regard to assistant teachers and principal teachers in small schools.

8865. That of course would be a question of the funds available?—Yes.

8866. (*Dean of Manchester to Mr. Bowden.*) With regard to the matter of training, do you wish the training in what you may call the art of teaching to proceed *pari passu* with the educational training of teachers? I am speaking only of secondary schools. I suppose it is within your cognizance that a great many people would prefer that the training in the art of teaching should be divorced, so to speak, from the other training, as an interruption. What is your feeling with regard to that?—I think the training of the secondary teacher, or the person about to become a teacher, might go on *pari passu* with the literary instruction. There is no reason why arrangements should not be made for those persons who are in universities to receive the usual lectures on the theory and the art of teaching as part of their ordinary instruction, just as they can attend now the lectures of any professor of the university. They could attend the lectures of the professor of education, and at the same time arrangements could be made whereby they could get the practical part of their work in the various secondary schools in connexion with the town where the university is situated.

8867. You contemplate the establishment, of course, of such arrangements for training always in the neighbourhood, therefore, of a university town, or a town with a university college?—Or in connexion with a college where the professors of the university may attend for the purpose of giving lectures, in addition to lectures, if you like, that the students already receive at the training colleges.

8868. Have you in view the very considerable expenditure that that would demand?—In what way?

8869. I will give you an illustration. Warrington Training College, which is in my mind at the present moment, is a training college for elementary purposes, and therefore I am not going to travel into that, but it will serve as an instance. At that training college we are anxious to have all the modern advantages which can be got through the means you have been specifying, but we are too remote from Manchester, and therefore I ask you whether, in establishing such a training system as you have been describing, you would desire that it should be always sufficiently near to have the advantage of the university or the university college?—I suppose Warrington is within 25 or 30 minutes of Manchester or Liverpool.

8870. It is within 18 minutes, but you see it largely interferes with the time and attention of the students. I am asking you for the purpose of what is to come in the future. You requested me to give you an illustration, and I have given you an illustration. To go to and fro between Warrington and Manchester interferes not merely with the discipline, but with the arrangements of the college course. Therefore, you would contemplate that students should be trained in a place where they would always have these advantages quite handy?—In the case you have mentioned I do not think the distance is sufficiently great to make it either expensive or very detrimental to the discipline or the management of the training college to connect Warrington with the Victoria University.

8871. The alternative is that there should be peripatetic teaching, so to speak, from the universities?—If the committees of the various training colleges do not provide a staff of teachers of university rank.

8872. They are all to be of university rank?—I mean the staff of the Warrington Training College. If they are of university rank, I do not see why Warrington College should not be one and the same, as several of the large public schools in the country which are affiliated colleges of the universities.

8873. (*To Mr. Macnamara.*) You desire to extend the length of time during which secondary teachers should be trained. How do you propose to meet the difficulty and expense of that?—I did not say anything about extending the time.

8874. I thought you spoke about three years instead of two?—No. So far as regards the statement which Mr. Bowden has made, I can follow your question along the lines of that. I quite agree with Mr. Bowden, and I think it advisable that the literary and professional equipment should go together. I think there will arise cases where a man or woman student goes to a university and then wants pedagogic training. I do not see why a girl from Newnham should not go down to Warrington and spend twelve months there. I think that would be a most desirable system. I think it is impracticable to ask that they should all get their literary equipment under the same roof, but I am anxious that they should get their professional equipment under the same roof, and I think the present training colleges can be utilized to a considerable extent for that purpose, and the normal department of the day colleges. (*Mr. Bowden.*) With respect to the extension of time, the Educational Department is gradually doing that at present—giving three years' training to the better class of those who are in the residential and day colleges, and I have it from Mr. Scott Coward, the inspector of colleges, that he notices the great improvement that the teachers have shown when they have had three years' training.

8875. But there is the question of expense. How would you provide for that?—The Educational Department contemplated three years' training at a training college in its earlier years, and it was only the necessity for placing a greater number of teachers upon the market quickly which reduced the three years to two, and that which the Government contemplated in years gone by it now returns to again as a better practice, and will naturally provide the means for extra training.

8876. Would you like to see that? Would you like to have the period of training extended?—It is not necessary, it is not even advisable perhaps in the case of every student, but in many cases it would be advisable to extend the period to three years.

8877. Then you would desire that some monetary provision should be made?—The monetary provision to be made should be made in the case of training for elementary teachers from the sources from which the expenses are met at the present time.

8878. (*To Mr. Macnamara.*) With regard to what has fallen from you with regard to the "one-man manager" system, I think you very carefully guarded yourself, but you did say that this "one-man manager" system is rather forced upon a great many of the clergy, in default of other persons taking an interest in education in some places. Is it not so?—I think it arises occasionally because of the lack of interest that others take in the matter.

8879. Is it not within your cognizance that in the country places where school boards have been established of this small calibre of which you speak they have been deterrent of education?—Yes.

8880. And they have been reactionary as contrasted with the action of the clergy?—Yes. I have no words strong enough to say against a small school board.

8881. May not even a large board fall into the same very grievous error, as I conceive it, of delegating to too small sub-committees the real active action of the board?—Then you would always have a large board to supervise the action of the committees.

8882. Do they always do that, do you think?—I should think they ought to.

8883. Would you deprecate that quite as much as any other?—What do you suggest that I should deprecate?

8884. That there should be delegates to whom are entrusted very largely the management of the school?—I think it is desirable that there should be a local management for each school, if that local management is of the right sort. I am quite aware that it does work out badly in many cases, but I should submit to you that even the election of a large body of

55 members in a conspicuous example now before us works out badly also.

8885. What you want to see is a greater interest felt and exercised all round?—Yes, and a higher ideal as to the value of education.

8886. (*Mr. Lyttelton to Mr. Bowden.*) I think you expressed an opinion somewhat adverse to the teachers in small secondary schools or grammar schools, as compared with elementary teachers. You said the elementary teachers would compare very favourably with grammar school teachers?—Very largely.

8887. Have you any first-hand knowledge of grammar school teachers?—I sent my boy to a grammar school, and I know the character of the work as compared with that in my own school.

8888. That is one school, of course?—That is one school. It is a large grammar school of 300 boys.

8889. You have no first-hand knowledge of any other grammar schools, have you?—I have a relative of my own in a grammar school, and I know the position that he took in the school. Then I have the evidence given by Dr. Wormell before the Select Committee on the Registration of Teachers, where he says that some of the most robust of the teachers, and those best acquainted with the art of teaching, come from the elementary schools.

8890. I think you touched upon the defects due to a lack of training, or to a lack of literary attainments. Which was it?—I gave the number of those persons who applied to the College of Preceptors for employment, and the majority of them had neither literary equipment, so far as attested qualifications were concerned, nor practical knowledge of the theory and art of teaching.

8891. And in respect to the two grammar schools which you know first hand, is that the case?—I believe the teaching in my own elementary school was better than the teaching in the grammar school.

8892. (*Mr. Yoxall.*) I suppose you do not mean the Commission to understand that in the endowed grammar schools the bulk of the teachers do not possess any attested literary qualifications?—No.

8893. You referred to the fact that they had not any attested pedagogic qualifications?—Certainly.

SCHOOL INSPECTORS: THEIR QUALIFICATIONS AND DUTIES.

8894. (*Mr. Lyttelton to Mr. Macnamara.*) With regard to the inspection of secondary schools, would you look forward to the inspectors being qualified in respect of sanitary knowledge as well as educational knowledge?—Yes. I think it is desirable that they should have some practical acquaintance with the subject.

8895. You would not have the sanitary inspection undertaken by one man, and the educational inspection undertaken by another?—I have no objection.

8896. If you have two, of course the expense is doubled, and if you have one the qualifications are doubled?—Yes. I think perhaps the thing would work out in the best way by having a proper sanitary inspector. I do not know why the local authority should not be called upon to see that the school was in a proper sanitary condition. I do know that a great many demands are being made of the most varied character upon the elementary school inspector, and where he gets his knowledge from I am entirely at a loss to understand.

8897. His qualifications and the extent of his knowledge, as put in the statement which you have handed in, are somewhat complicated, letting alone his possession of generous human sympathy. Do you think that he ought to be able to criticise the curriculum?—I think he ought to be able to confer with the teachers and governors, and his judgment ought to be at once recognised as the judgment of a sound expert. I think he ought to be able to suggest matters to them in friendly conference upon the curriculum of a school.

8898. But his educational inspection would take the form, would it not, of hearing the teaching, looking at all the papers, and examining the children himself?—Yes; I want him mainly to act as an inspector. I do not want him to come once a year to a set examination and carry away papers with him, and assess the school in that way. I want him to be continually in touch with the school and its methods, the character of its staff, its apparatus, and so on.

8899. Have you formed an idea as to the number of inspectors you would require for a district, say, the size of the counties, or a county council area?—The county council area would include such a vastly different number of populations. I should suppose that one secondary State inspector would do very well for Somersetshire.

8900. And he would be appointed by the district body?—I do not know that he would be appointed entirely by the district body. I find that in Scotland the men who are to work in secondary schools are appointed practically by Dr. Craik, the secretary of the Education Department.

8901. But in any case you would say that the inspector must be a man who had had experience of teaching?—Yes, that is the first essential, to my mind.

8902. But not too old?—Well, not too young. I have no objection to his age. I do not put any objection to his superior age.

8903. But what sort of amount of teaching experience ought he to have had?—He should have been a practical teacher. I should like him to have been an assistant teacher.

8904. For how long?—It depends largely upon the individual. Generally speaking, I should think he might do very well as an inspector of schools if he had been, say, 10 years as an assistant and about 15 years a head-master. I think then he would be what you might call a ripe, sound experienced educationalist.

8905. That brings him to what age, about?—Suppose he commenced at 20, that would bring him by a very ordinary calculation to 45. I object most strongly to the Education Department appointing no man an inspector of schools who is over 35. That is the Education Department's limit.

8906. Do you mind telling us what sort of powers you would give to an inspector, suppose he did not approve of something that was being carried on in the school?—He would represent that to the manager and teachers, and he would probably call again at a subsequent date to see if the difficulty had been arranged, and failing the removal of the shortcoming, whatever it might be, he would represent it to the Central Authority.

8907. That is to say, to the body that appointed him?—Yes, to the Central Authority, from which I suppose we may expect some grant in aid of secondary schools.

8908. Would his powers then be confined to making a report of the school, or would he be able to suggest improvements and see them carried out?—I have suggested that he should be in continuous touch and friendly correspondence with the teachers and governors at all times.

8909. But supposing the correspondence was not friendly, and he wanted something done which was not done?—He would represent that to the Central Authority.

8910. He would not have the power to enforce it himself?—No.

8911. (*Mr. Hobhouse.*) You have told Mr. Lyttelton that you thought that one secondary school inspector would be sufficient for the county of Somerset. How many schools do you suppose he would have to visit. Were you thinking merely of the endowed schools, of which there are 15 or 20?—I am thinking of the schools, of the future over which the State will have to exercise supervision.

8912. How many schools would you give us?—I cannot say. I do not know the locality sufficiently well.

8913. The question was put to you to ascertain what amount of work a single inspector might be equal to in the course of a year. Would you give us your idea with regard to that more clearly?—I took a rough idea from what I know of the county of Somerset as not being particularly thickly peopled, and it occurred to me that one inspector would be sufficient. I should think he might take 50 schools under his cognizance.

8914. And according to your idea he would have to visit them several times in the course of the year?—In some cases he would probably have to undertake greater supervision than in others, because there are private schools which will continue under the ægis of the State without any great amount of State interference once they have shown the State that they can do good and efficient work.

8915. (*Mr. Cockburn.*) Is it in your mind that the character of inspection or examination of secondary schools of the future should be so much changed that it would partake much more largely of inspections in contradistinction to examination?—Yes.

8916. Therefore an inspector would have time and opportunity for dealing with a larger number of schools?—I do not say that, because I want the inspection in its way to be perfectly thorough.

8917. (*Mr. Lyttelton.*) In the matter of the compromise that you suggest in your précis in relation to the difficulty which might arise out of your proposal of "close" scholarships, is it not the case that the compromise would only meet half the difficulty that you raise yourself, that is to say, it would provide for the clever boys and girls being secure if they were above the convenient number. But if they were below the convenient number and yet a certain number of close scholarships had to be given, is there not a chance that you would give them to the wrong children?—No, I do not think so. You see each school would have a certain number attached to it. I cannot imagine in any case that the number of clever children will be below that. I cannot imagine that for a moment. From my practical experience in a very poor school indeed in the east of Bristol I could always have awarded with great advantage considerably more scholarships than the school was ever likely to succeed in getting.

8918. In that school where you found the number was never in excess of the demand what was the proportion?—I should say that there was quite 10 per cent. of the pupils in that school, as there would be in any school, who could avail themselves with great advantage of the facilities for further education.

8919. In a poor school there would always be a sufficient number of children to take these scholarships with advantage?—Yes, supposing you were in a position to offer 10 per cent.

8920–22. Now, with regard to what you say about "attempts to deny "to a teacher some of the ordinary civil and religious liberties of "English people." I have heard it stated that teachers of what you might call "extreme" opinions have difficulty in getting promotions or appointments. Is that so?—Under whom?

8923. I have heard it said of teachers under both voluntary schools and school boards and in secondary schools?—Of course, under voluntary schools, the trust deeds in many cases insist that the teachers shall be communicants. Supposing I were a teacher in a school under a trust deed, and I became a Baptist, I should leave the school at once. But, as a matter of fact, I can quote you instances where teachers have not received promotion according to their merits on account of their religious opinions. I should find it a difficult matter to prove, but one or two cases I have in mind.

8924. As to Secondary Education, do you consider that that might be a danger unless precautions were taken to avoid it?—I think it might.

8925. (*To Mr. Bowden.*) Would you say the same?—I should think it would be a danger.

8926. (*Dr. Wormell.*) With regard to the necessity of mingling practice with the theory of education, have you known teachers who have been able to answer questions on the theory of education on paper perfectly, and who have yet been helpless in the face of the class?—I have. I have had experience of them, I am sorry to say.

8927. Take as an illustration the art of questioning; do you think a man may be able to say when long questions, short questions, and leading questions may be put, when Socratic questioning may be carried on, and so on, and yet may be absolutely unable to choose any method which will suit the attitude of the class before him. Would you be surprised to hear that such specimens often come before the headmasters of secondary schools?—I should not be surprised to hear it.

8928. Would you agree that lecturing may be carried too far if it is separated from practice, and that practice may be delayed so long that it may become difficult to make progress in it?—In my evidence-in-chief I said that the persons who intend to be teachers should begin young in order that they might become acquainted with the work that they have to do earlier.

8929. But even if they have to begin later—if they choose to begin after they have studied at the university and taken a degree—would you then say that the practice should be mixed with the theory?—If they have already had the theory, the practice might come afterwards, but I should prefer that the two should go on *pari passu*.

8930. I suppose you know that there are many headmasters of endowed schools who are trained elementary teachers?—A large number.

8931. Would you be surprised to hear that from two training colleges I have a list of 89 old students who are now in secondary schools?—I have examined one or two of the lists of the training colleges and find a large number of persons who are now out of elementary schools, and who are teaching in secondary schools.

8932. I have also a list of about 134 masters of private schools, who were drawn from the elementary school teachers. Were those teachers of the endowed schools and private schools amongst the best or the worst of elementary teachers?—I should not like to say. They had the desire for pecuniary improvement better developed than some of those who remain in elementary schools.

8933. Then in addition to certain other qualities we will say they had the quality of sagacity?—They had.

8934. With regard to these teachers, do you think there are any better men in endowed schools, or men with higher qualifications than those who have gone from elementary schools. Would you say they are absolutely the best teachers in secondary schools?—I do not know them sufficiently well to be able to compare them.

8935. May I take it that you now wish to qualify to some extent that statement of yours that elementary teachers are better than the teachers in the secondary schools?—When I answered as I did, I did not wish to imply that the teachers in elementary schools were better than all the head teachers in secondary schools, not by any means.

8936. Are all teachers in elementary schools thoroughly efficient?—No.

8937. Then, even amongst the elementary teachers there are occasionally inefficient teachers, and probably occasionally you get a black sheep amongst them?—Yes.

8938. Then we must put it in this way; that there are some teachers in elementary schools who are better than some teachers in secondary schools?—Yes; and that all the teachers who are passing out of the training colleges at the present time in the first and second divisions of

the second year are, as a rule, better than the majority of those who apply for employment in secondary schools.

8939. I understand you wish that there should be one register, and all qualified teachers should be placed upon it. Is that so?—It is.

8940. With regard to the elementary teachers, would you wish to see the position on the register taken in place of the certificate as now issued?—You must place upon the register the qualifications of the teacher. The qualification of many of the elementary teachers would be the simple fact that they had passed the Education Department's examination. That would require to be stated as their qualification for a place upon the register.

8941. Then you would still have the examination and certification by the Education Department standing as it does now, as a necessary qualification for the mastership of elementary schools?—My desire is that eventually the certification shall be in the hands of the central authority, which I hope will be set up as the result of the labours of this Commission.

8942. I only wanted to see whether your view with regard to this registration is one-sided or not. Perhaps you will tell me. Do you wish the elementary teachers to be registered as qualified teachers of secondary schools without a reciprocal change, allowing qualified secondary teachers, if they wish it, to take charge of elementary schools?—When the central authority has the certification of teachers in its own hands, then I am perfectly open to the passing upwards or downwards, as the case may be, of teachers of every grade into every kind of school.

8943. So am I; but will it not be premature to ask for a universal register until that reciprocal motion is allowed?—It cannot be too soon, in my opinion, to get the register, as we desire to protect the people themselves largely against those who are inefficient teachers.

8944. In secondary schools?—Yes, in secondary schools.

8945. (*To Mr. Macnamara.*) With regard to the list of subjects to be taken in the competition for scholarships, I think you would exclude the higher subjects, such as algebra, in those competitions?—Yes.

8946. Supposing that certain scholarships are open to candidates from all elementary schools, and some candidates come with algebra as one of their special subjects, would you decline to give credit for that subject if brought?—No, I think I would meet that difficulty by allowing them to take that subject in lieu of one of my additional class subjects. What I want to secure is, that there should be no disability placed upon a child who attends a school the curriculum of which is confined to the three R's and the class subjects. The child you mention might bring his algebra, and my boy might bring his drawing or his grammar and geography, and make up the same number of subjects at the end. I want to avoid weighting the syllabus with "fancy" subjects.

8947. Supposing one boy can bring five subjects and another seven: would you cut down the seven?—Yes, most certainly. (*Mr. Bowden.*) In the scheme prepared for scholarships by the committee of the College of Preceptors and the Headmasters' Association, practically Mr. Macnamara's contention has been allowed.

8948. (*Mr. Fenwick to Mr. Bowden.*) I think it is your opinion that many of the primary schools at present are now giving Secondary Education. Is that so?—Yes, very largely.

8949. Would you say that in most cases where the primary schools are now giving Secondary Education the premises are quite suitable for the purpose?—There is much to be desired in the premises in which education is being carried on at the present time. We have made great improvements during the past 20 years, and we shall make more during the next 20 years.

8950. I believe that you desire to see some easier method of transfer established both for teachers and scholars from one class of school to another?—Yes.

8951. Have you any suggestion to make as to how that transfer should be made?—My suggestion is this: that the whole of the education of a locality shall be placed under the control of one authority. This authority, having an intimate knowledge of every class of school under its control, would then be able to determine exactly how the passage should be made from a lower school to a higher school. At present there may be 20 scholars fit to go on when only one can get the scholarship. But if the whole of the schools were under one authority, then the authority would say:—"These children are capable and will well repay the State for "a higher education." I should then give them the power of passing on those children, even without examination, into the higher schools.

8952. Have you considered the question as to whether Secondary Education, as well as primary education, should be free?—I said in my examination-in-chief that every class of person in the State has a right to the same amount of help from the State that the poorer class of people are getting at the present time; that it is a matter for growth as to saying how far Secondary Education shall be entirely free in time to come, but if one authority had control of all classes of education, then that authority could at once say:—"The parents of these children are "unable to pay their fees in a secondary school, and we will take them "as free scholars without any competition for scholarships."

8953. That is to say, that in every case where boys or girls wished to continue their education in a secondary school they should have liberty to do so independently of fees?—That is my opinion, but at the same time, that if a child has to go beyond the provision now made for education, say to his fourteenth year, the parent himself should be willing to sacrifice a little for his own child's advantage; that is to say, that the child should not be taken by the State, and maintained in every way in order that he might continue his education.

8954. Have you considered the point as to the limitation of income at which you would draw your line in cases where support should be given and where support should be withheld?—I believe that there should be an eleemosynary test in connexion with persons who require further help from the State. What that should be would depend upon the various localities. I personally put it down at 150*l.* a year. A person who has got less than that, I think, is entitled to have for his children education in secondary schools.

8955. (*Mr. Yoxall.*) You said in your examination-in-chief that probably the parliamentary division might be a convenient sub-division of a county for the area of a local authority. I imagine that in that case you are expressing your own opinion rather than that of the union which you represent?—Yes. That was my personal opinion. I expressed that opinion because some counties are extremely large, and the population is very much scattered; and as the voters are in the habit of voting together for one purpose, I thought it might be a convenient way, having one register, of electing the persons to control education in the district.

8956. What you really want is that there shall be, if need be, some convenient sub-division, or even some convenient combination of the administrative county area?—Yes, I wish for both, sub-divison and combination where necessary.

8957. There seemed to be some confusion between the views of yourself and Mr. Macnamara as to the constitution of the local authority. I take it that the view of the Union you represent is that the local authority shall be an elective body for preference, with a composite body created by existing bodies as an alternative?—First an elective body *ad hoc*. Then if that were found utterly impracticable, a composite body composed of the bodies in existence at the time.

8958. You expressed some idea as to the possible size of the advisory educational council which was to form some part of the staff at the educational headquarters. There, again, I presume you were giving your own ideas upon the matter rather than representative ideas?—Yes. I

should be glad to withdraw the number that I mentioned before. "From 50 to 100" was the phrase I used. I was under the impression that the numbers contained in the Registration Bill were very much larger than they actually are. When I got the Bill I found that I had made a mistake in the numbers. Still, expressing my own opinion only, I should like to add to those representatives from the district authorities as experts in administrative work in connexion with the education in the localities.

8959. Is it the opinion of the National Union of Teachers that the organisation of Secondary Education should be preceded or at least accompanied by a due system of registration of teachers?—The opinion of the Union is that registration should go before, or at least concurrently with, the organisation of Secondary Education.

8960. And I believe it is the fact that certificated teachers as a whole are opposed to any plan of registration for the teachers of secondary schools alone?—Most certainly.

8961. Although a considerable proportion of the teachers in secondary schools are certificated teachers?—Yes.

8962. And although it is your opinion that a very considerable amount of Secondary Education in primary schools is now being given by certificated teachers?—A very large proportion of the Secondary Education of the country is being given by certificated teachers in elementary schools at the present time.

8963. Can you give us examples of that?—Yes. In all organised science schools, which are nearly all taught by elementary teachers, there are now about 11,000 scholars. In the pupil teachers' centres, which are taught by elementary teachers, many of whom have obtained their degrees, there are 15,000 scholars. In training colleges there are 3,000 students, and the teachers in the training colleges are all elementary teachers. In art classes, the majority of which are taught by elementary teachers, meeting at night, there are 92,500 pupils. In the science classes there are nearly 120,000 students, these all taught by elementary teachers, or nearly all. Besides that, last year there were nearly 50,000 scholars examined on secondary subjects in elementary schools, making a total of nearly 300,000 students of various kinds who are being taught by elementary teachers in higher subjects at the present time.

8964. (*Mr. Hobhouse.*) What do you mean by secondary subjects in elementary schools?—I mean algebra, French, Latin, mechanics.

8965. The specific subjects of the Code?—Yes.

8966. (*Mr. Yoxall.*) And yet, although a considerable proportion of secondary work, and even in secondary schools in some cases, has been done by certificated teachers, the certificated teachers as a body do oppose any separate registration for secondary teachers?—Yes.

8967. And is it within your knowledge that on at least four occasions during the last 20 years they have opposed Registration Bills which have not been comprehensive, and have successfully opposed them?—It is within my personal knowledge that the National Union of Teachers has opposed over and over again any registration which should not include themselves. From the first introduction of Sir John Lubbock's Bill in 1877, and Mr. Forster's Bill, if I remember rightly, in 1874, the Union has opposed any register which should not include certificated teachers. It is no new thing, but one upon which they feel very deeply.

8968. It is the view of the Union, I think, that there should be in every case both upon the local authority and the central authority a fair amount of representation of expert opinion in the persons of practical teachers?—It is.

8969. The views that you express as to the proportion of those teachers to other members of the authority were, I presume, your own individual opinions?—Yes. I do not think the Union has ever come to a decision as to the number of persons representing teachers compared with those elected

by the ratepayers. It is my personal opinion that the elected representatives of ratepayers having the control of the purse should have the greater representation.

8970. (*Mr. Cockburn.*) You said 15 as against 14. Are those the members you are now speaking of?—Yes.

8971. (*Mr. Yoxall.*) Those numbers are not in any sense suggested by the National Union of Teachers?—No.

8972. (*To Mr. Macnamara.*) Would it be your view that Secondary Education should be self-supporting?—I somewhat hesitated to discuss that the other day. It most certainly ought not to be self-supporting. I believe it has been made self-supporting occasionally to the great sacrifice of the subjects taught and the teachers and the children and everybody concerned. I suppose it is possible to make it self-supporting, but it would have to be done by a purely commercialized system, with the teacher keeping his eye on the examinations and the results accruing. I think it is most pernicious to endeavour to make any system of education self-supporting.

8973. Something was said with regard to appointing inspectors of schools, and I think you referred to the appointment by the central authority. Is it not the fact that in the communication sent by the National Union attention is drawn to the point that, whereas in almost every case appointments of inspectors by a local authority have resulted in the appointment of practical men, that has not been the case where the inspectors have been appointed by the central authority?—Yes, but I point out that the future central authority would be of a vastly different character from the present; at least I hope so.

8974. But you would feel inclined at present to place the appointment in the hands of the local authority?—At the present moment, with the present suggested constitution of the council, certainly.

8975. It has not been made quite clear that the suggestion of a register of teachers, in which the classes of teachers should be indicated separately, was not the recommendation of the Select Committee upon the matter. You recognise that?—Yes.

8976. (*Mr. Cockburn to Mr. Bowden.*) With the few exceptions that you have named to Mr. Yoxall, are the views in your memorandum and the views you have given us in your examination-in-chief and cross-examination the views of the Union?—Yes, I believe so. In my own examinations I have followed closely the memorandum sent in by the National Union of Teachers.

8977. And with those three exceptions that you have stated, your views coincide with the views of the Union?—Yes.

8978. You represent a Union of 26,000 strong?—Yes.

8979. Have you any idea as to what the proportions of figures are between voluntary teachers and board teachers in those 26,000?—I examined our register some time ago, and they were about equally divided.

8980. Now, coming to this question of the authority, your view is very strongly pronounced, I believe, in favour of the education being in the hands of one authority?—Most certainly.

8981. That would involve, I will not say the destruction, but the removal entirely of all the existing school boards?—Not necessarily the removal.

8982. The absorption?—Yes. They might be utilised.

8983. It would involve the substitution by something else?—In the county areas the present small school boards might just be simply the local managers for the schools under their control. In a municipal borough or in a county borough the school board, enlarged as I hope it may be by experts representing the teachers on the board, would be the sole authority, and would have control over every class of school.

8984. You do not wish us to take it that you would encumber the machinery by having an election as at present for a small school board, and again, on the top of that, an election for a larger educational authority, do you?—In a small area they would require to elect managers. It might be that the school board could be done away with and the managers elected by the district authority.

8985. But if legislation is to set up boards of education, as you call them, which are to cover the whole of the country, will not that necessarily involve the disappearance of, or the substitution of something else for, school boards?—The present school boards would be in many cases the boards of education. Where there are a number of small boards in an area which is not entirely covered now, they would become local managers for the central authority, or they would be done away with entirely.

8986. And what would you do where there are no school boards?—I should elect a board of education whether there be a school board or not.

8987. But would you have your Act of Parliament divisible into two parts; one part that should deal with the areas where there are existing school boards, and the other part dealing with areas where there are no existing school boards?—A concrete example would help me if you would just suggest an area.

8988. There are a great many areas which must be well known to you?—Take the borough of Stockport; there is no school board there. There is no school board in the borough of Preston. In either of those examples I should elect a board of education for the borough, which should deal with every class of education in the borough. There would be no school board there to do away with. Take the county of Cumberland, there are several school boards in that county. I should elect a board of education for the county of Cumberland, that being about large enough, in my opinion, for the purpose of a board of education in that district. There are several school boards. Those would either terminate when the Act came into operation, or they would be taken over by the board of education and become the local authority for education in the districts where they are. It would be easy enough in a clause of an Act of Parliament to make them elective, or to say that they were to come to an end, or to say that they were to become local managers under the district authority.

8989. If we are going to have boards of education covering the whole country and dealing with all kinds of education, what would you do with existing voluntary schools which are vested in the clergy trustees and various parishes?—I think I did in my examination-in-chief say what the relation of the local authority should be to the various classes of schools in the district. I should not personally consider that the board of education would interfere very much with the endowed or grammar schools as at present existing. They would have only a nominal supervision over them. They would confer with the governors of those schools and see how far they met the needs of the locality for Secondary Education. If a difficulty arose between the local authority and the governing body, that difficulty should be referred to the central authority for settlement, the central authority being the arbitrator between the two, and the governing body might be then required to bring its action into conformity with the views of the local educational authority. Or, on the other hand, the local authority might withdraw from the position that it had taken up with respect to that governing body and the same with respect to private adventure schools. I should be sorry to see the whole of the private adventure schools in the country done away with. I should be sorry to see any action taken by a local authority which would do away entirely with those private adventure schools. But if they brought themselves into conformity with the requirements of the local authority for the district, then they should be recognised as supplying the education required in the district, and there should be no competition set up by the local authority in connexion with them. With respect to small school boards, I have already stated

what they should be. The school managers of ordinary elementary schools might be recognised by the local authority, and, if necessary, helped by the local authority in the maintenance of their schools.

8990. Going along the lines of your memorandum, is it your opinion and is it the opinion of your Union, that the country has sufficiently matured its judgment and opinion upon this question as to make legislation on these lines a possibility to day?—Speaking, not as a member of the Union, but as an individual who has taken very considerable interest in educational matters, I think that the country is quite ripe for legislation in this matter.

8991. To embrace the whole of the suggestions which you bring forward as the recommendation of the Union?—I believe so. So far as I have been able to gather from the press on the enunciation of the views of the Union by the President of the Union in connexion with this matter, the country seems to me to be very favourably inclined to such a view as we take upon this organisation of education.

8992. (*To Mr. Macnamara.*) Is that your opinion?—I believe that if legislation were delayed it would be of a more comprehensive character than if it took place in the immediate future. I do not think the House of Commons will sufficiently connote the social changes that should be connoted in any legislation it may put its hand to immediately. You see I suggest rather than this *ad hoc* election what is really the Union alternative; that is the suggestion of gathering round existing authorities a complete board for each local authority. Personally I should like to see legislation delayed as long as possible.

8993. Then I may take it that your opinion is rather ideal than practical?—No. We have given you the form of the local authority, and in the future we do hope that that will be the main feature, that there will be one authority for education; and we submit the alternative form of local authority as being more practicable.

8994. (*Dr. Fairbairn to Mr. Bowden.*) Returning to the question of the training of teachers. I think you said that while instruction in the science and art of education ought to proceed *pari passu*, yet the literary should precede the special?—Personally I have no objection to the literary and the special training going on side by side, as is done in the training colleges at the present time, especially in the day training colleges connected with universities. Many of those who go up for the Queen's scholarships have had a sufficient general education to make them capable immediately of taking up the curriculum of the universities as well as their special work in connexion with the theory and art of education, and the result is that many of them are leaving the university colleges now as graduates of the universities. The list for our own day training college at Newcastle was published last week. Seven of them have been for a third year, several of them have graduated as Bachelors of Science, and all of them were Associates of Science, an examination, in my opinion, nearly as difficult as the degree of Bachelor of Science of the London University.

8995. Would you prefer that teachers should be educated not simply together in a special college for teachers, but with other men intended for other professions?—If they were educated together it would have a tendency, in many cases, to broaden their views, to make them more men and women of the world probably than they would be if trained only in residential training colleges; but at the same time many of those who go the colleges have not confined themselves even while in their youth to the work of their school only, but have made themselves very largely acquainted with public matters in the district from which they have come, and they have had the advantage of university training so far as the attendance at university extension lectures will give it them before they go to their training colleges at all. Many pupil teachers that I know have attended all the courses of university extension lectures that have been given during the time of their apprenticeship; consequently their

training is not the narrow training that it is sometimes supposed to be, and the best of our pupil teachers are now matriculating at the London University before they go to their training college at all, and as such are on a par with those who go even to the older universities.

8996. But you are anxious to establish something like a unity of training as between elementary and secondary teachers?—Yes. Child nature, in my opinion, is the same. The advantages of children are not all the same, but the nature of the child is the same. And a person who has to deal with children in the secondary school has the same faults and the same difficulties to deal with that we have in elementary schools; and as to the training of the teachers, really, in my opinion, there is no difference.

8997. Confining ourselves to the literary part, if they are to be trained together, must they not be trained either in universities or university colleges?—If they must be trained together that would follow, but there is no reason why the present training colleges shou'd not be made suitable for the literary equipment of persons who intend to go into secondary schools.

8998. You have said, however, that being educated along with men training for other professions would broaden the minds of the teachers, as they might help to broaden the minds of the other men. Is not that a very desirable result to aim at?—It is.

8999. Would you then propose that it be a necessary condition of being admitted to practical training that they have a literary degree?—I should not like to say that it is absolutely necessary that every person who is to be engaged in teaching should have a literary degree.

9000. In a national system?—By-and-bye I would come to that, but we must look at things as they are at the present time. We could not, at one step, come to the conclusion and say that every person who is to teach at all, in any kind of school, should have a degree.

9001. Then we are to make a certificate the only possible alternative to a degree. Would not the degree represent or could it not be made to represent a more liberal education than the certificate?—I should say that the degree should not be the sole qualification of a person who is to be engaged in teaching; that the degree, if it is to be held by a person engaged in teaching, should include what we get in the training of teachers.

9002. I am coming to that. I want to ask you this: As you have proposed a faculty of education in the university, would you make the degrees of that faculty co ordinate with the degree in arts or subsequent to it?—I should deal with the faculty of education exactly as is done with the faculty of science in the London University at the present time. I should make the entrance examination, say, the matriculation examination of the university. Then I should allow persons to decide whether they would take a degree in arts, a degree in science, or a degree in education. I would like to point this out to you with regard to the Cambridge University Syndicate. The university practically represents that as a kind of degree. It grants its diplomas on the degree days just as it grants the other degrees. It presents them on the degree days. I do not see why, if 12 months or more than 12 months has to be spent in that, it should not qualify the persons for the holding of a degree just the same as the qualification in either of the other faculties.

9003. But you would not propose that a university simply on the basis of a year's work should grant a diploma apart from prior graduation?—If you mean by graduation the actual conferment of the degree, then I should have to consider the matter, because the universities would not recognise two years for graduation. You must have the nine or the 12 terms before graduation. Then if you add on another year for the training in the theory and practice of education, that would mean four years at the university. I should not certainly say that there ought to be the four years, although the universities prefer that the students shall stay four years rather than three.

9004. You have said that your idea of practical training is represented by the hospital and its functions in the training of medical men?—By the hospital and the medical school.

9005. The teachers in the hospital practically constitute the faculty, do they not?—They do.

9006. The hospital practically constitutes a place of practice?—Yes.

9007. Then in order to have its parallel you would need to have a series of great schools equipped by a special educational faculty?—The Durham College of Medicine is situated in Newcastle, and the Durham College of Science is also in Newcastle; those are colleges of the Durham University; the one grants degrees in science, and the other grants degrees in medicine—at least the university grants degrees in medicine—and the students who receive their degree go to Durham for it. Medical students receive a great part of their scientific training at the Durham College of Science, as well as receiving their medical education at the medical college. Chemistry, for example, is taught at the College of Science, and they go to the College of Science for lectures there. The two colleges work together. In the same way it will be perfectly possible for a training school to be established side by side with or in the vicinity of a place for general education.

9008. Requiring the teachers in that school to be men of the given academical status?—Yes.

9009. (*To Mr. Macnamara.*) You have said that you are opposed to small boards under the "one-man manager"?—Yes.

9010. What do you regard as the alternative in Secondary Education?—In the case of any State-subsidised secondary school you would need a form of local school management to be in touch with the school, but over and above that you would have the local authority which we have already described.

9011. You would not impose clerical restriction on head or assistant masters in secondary schools?—Certainly not.

9012. Not even in the case of boarding schools?—No. (*Mr. Bowden.*) No, certainly not.

9013. (*To Mr. Macnamara.*) Nor theological restrictions?—No.

9014. With regard to the constitution of the local authority, you propose that experts be on it?—Yes. Mr. Bowden and I agree upon that.

9015. Who are to elect the experts?—As far as the teachers are concerned, your register of teachers I should say would give you a very good constituency.

9016. I mean in the locality?—In the locality it would be easily possible to call upon all the bodies of teachers of various grades to elect their proportionated number of representatives. I will give you an example. In connexion with the local university courts in Wales, already the National Union of Teachers has undertaken to carry out the election of persons in elementary schools to the university courts. That has already been done.

9017. But this body is to be a body concerned with the spending of the rates?—Yes.

9018. To whom then are they to be responsible for spending the rates?—You see, in the first place, you begin with the nucleus of 15 school board members in any borough council. You will probably add to that number two or three of the county council members, that is 18. Then if you added, say, half a dozen from the managers of the various classes of schools, and four from the teachers, that would give you 28, of whom 18 persons would be directly responsible to the ratepayers.

9019. Have you any example then of men spending money derived from the rates who are not responsible to the ratepayers?—In connexion with

the London County Council Technical Education Board in effect you have that system at work to day. I do not know that the London County Council has ever called into question the report of its Technical Education Board. I believe its adoption is to a very considerable extent mere form, although of course the members of the county council take great interest in the matter. Now that technical education board has added to it a considerable number outside the members of the technical education committee, who are members of the London County Council.

9020. But they have added them?—Yes.

9021. They are not elected by persons outside the council and the committee, are they?—Well, as a matter of fact they are. We will take the case of the class of representation with which I am most familiar. The National Union of Teachers was invited to add a representative. The county council, or rather the nucleus of the technical education board that is on the county council, did not suggest a name to us, neither did it to the London School Board. The London School Board made the election. The National Union of Teachers made the election and sent on the name to the London County Council, who accepted the name.

9022. But it was at the invitation of the council?—Well, I dare say this would be at the invitation of the school board.

9023. That is quite another matter from putting it into an Act of Parliament and making it constitutional. You see the council and its committee is still the ultimate authority in a case of that kind?—Yes, and the school board, of which you would have 15 in a borough council out of my suggested 23, would be the body to take the initiative and to send out invitations for these other persons to form this composite board.

9024. The same principle applies to the central authority. Would the Minister of Education have the power to dismiss the members elected by the teachers—that would be the experts?—(*Mr. Bowden.*) I do not think he would have the power to dismiss, but at the same time he would be solely responsible to Parliament.

9025. How could he give effect to his responsibility if he could not dismiss?—We have suggested that the central authority should be rather an advisory authority than an administrative authority. That being the case, I cannot conceive of a Minister of Education wishing to go against the opinion of a large body of experts such as would form the central council.

9026. Then you wish to obtain power without responsibility?—I do not. He would still be responsible, and if he felt that he had not the country with him he would not act against the wishes of the council.

9027. In your first evidence you said that the higher grade schools were much too scientific. Is that your opinion?—Yes. I think they would not be too scientific but for the necessity of obtaining money to carry them on. That is the reason they are too scientific.

9028. What is your proposed cure of this?—My cure would be that, having ascertained what amount of money is necessary to maintain what is called a higher grade school, either the Education Department or the Science and Art Department should be asked to make grants in accordance with that, upon the representation of the inspector as to the character of the education given in the school.

9029. (*Mrs. Bryant.*) You are aware that the University of London grants diplomas to teachers, and makes it one of the requirements that the teacher should have already passed one of the Bachelor's degrees?—Yes, I believe that is the requirement of the London University.

9030. And therefore the University of London, so far as it is concerned, does not accept your view that the arts degree and the science degree should be co-ordinated with an education degree, but require that they should be included in the education degree?—The training syndicate at the University of Cambridge requires, as one of the conditions for persons who come up for their diploma, that they should be certificated teachers.

9031. (*Mrs. Sidgwick.*) Does your experience enable you to say whether any selection is exercised by parents with regard to the choice of schools in one town?—Yes, social distinctions come in; and there is a desire on the part of many persons to send their children to schools because of the higher social condition of the children who go to those schools.

9032. You do not think the parents select them because of the better teaching?—I am sorry to say that many of the parents are not sufficiently educated to be able to distinguish between good teaching and bad. Many of the parents who do not know ask the opinions of those whom they presume do know.

9033. (*To Mr. Macnamara.*) What is your opinion with regard to that question?—I should say that the number of parents who select a school because of the superiority of the teaching is very small indeed.

9034. Not sufficient to interfere with the working of your plan of close scholarships?—No.

9035. Do you think that as the interest in education increases, parents will exercise more choice as to the school they send their children to?—They will certainly as time goes on.

9036. Will that interfere with the plan of scholarships you have proposed attached to particular schools?—My plan would not deprive the parents of the right to say at what school the scholarship should be used.

9037. I am talking of the school from which the child obtains the scholarship; that is, the elementary school?—Then you rather imagine that you would get a large number of persons sending their children to schools because of the scholarships.

9038. Or because the teaching is better?—I meet that case by saying that I might have outside that close scholarship an inter-school competition.

9039. A school in which by some misfortune the teaching was less good would still, you think, have enough really clever children to use well the leaving scholarships attached to it?—Yes; I suggest that you would never meet a case in which there would not be more children to avail themselves of the scholarships than you would be able to offer scholarships to.

9040. You do not think the danger is a practical danger?—I do not think so.

9041. (*Mr. Cockburn.*) Does not that practically bring your scheme back to competitive examination after all?—The great bulk of the scholarships would be awarded under the close system. Outside of that I would have a small margin, so that we might not miss any child.

9042. (*Lady Frederick Cavendish to Mr. Bowden.*) If existing efficient voluntary and other schools came under the new educational authority, would you allow them to retain their existing management?—If they derive an advantage from being in connexion with the local authority, and getting money from the rates, it would be necessary to alter their management in one or two respects: first, as to the appointment of teachers, and secondly as to the religious instruction given in the school.

9043. All classes of private schools alike, if they were efficient, should be capable of coming under that?—In private secondary schools I should insist upon a conscience clause.

9044. (*To Mr. Macnamara.*) Is that your opinion?—Yes, as to the conscience clause. (*Mr. Bowden.*) In fact in all schools I should insist upon a conscience clause and see that it was effectual.

9045. (*Mr. Yoxall.*) You think that the training which exhibitioners in the elementary schools require is mainly technical, commercial, and modern, rather than literary and classical?—Yes. I say that the training which the children in the elementary schools require is mainly technical, commercial, and modern, rather than mainly literary and classical.

9046. And on the same lines you take the view that it is desirable to establish in places where they do not exist schools of the type of the higher grade schools?—Yes.

(*Chairman.*) We thank you for your attendance and the evidence you have given.

The witnesses withdrew.

J. G. FITCH, Esq., LL.D., called in an examined.

9047. (*Dean of Manchester.*) You were for a considerable number of years an inspector of schools?—Yes.

9048. And afterwards you were an inspector of training colleges?—Yes.

9049. For how long were you inspector of training colleges?—Eight years.

LOCAL ORGANISATION OF SECONDARY EDUCATION.

9050. Will you be kind enough to give to the Commission your opinion as to the powers and functions of the local authorities to be established for the administration of Secondary Education. First, as to their powers: how would you constitute the local authorities, and what exactly do you mean by the local authorities?—The local authorities at present concerned with education are the school boards and the county councils. If it be proposed to assign duties in connexion with secondary schools to any local authorities, I presume that both of those bodies ought to be utilised. I think it would be a great mistake to continue to separate the government of elementary schools in the hands of boards, and to introduce a new separate local authority to deal with Higher and Secondary Education. It seems to me very important that the representative authority which concerns itself with elementary education should also have enlarged powers and deal with such secondary schools as are under its government.

9051. In its area?—Yes. The question of what schools should be thus brought under it seems to me to rest upon the demand for Secondary Education in any given district. Wherever the present supply of good secondary schools is insufficient, the local authority should have power to levy a rate and to provide additional secondary schools. The theory of America—for instance, take Massachusetts—is that wherever there are 600 children of school age there ought to be one high school or secondary school, and as a rule that is observed throughout the State of Massachusetts. I think that is a rather high requirement, and that in England we should hardly expect to have a secondary school, on a public basis, wherever there were 600 children: but in all towns of sufficient size—say in every town of 6,000 inhabitants—there should be a secondary school both for boys and for girls.

9052. As well as the elementary schools?—Yes, as well as the elementary schools, and distinctly above them; and I should like to see them governed, not perhaps by the school boards as at present constituted, but by school boards with enlarged functions; school boards elected expressly with a view to the fact that they were responsible to the ratepayers both for the secondary and for the higher schools. And in every town of great size these duties would become very important, and the number of secondary schools would have to be increased. The Schools Inquiry Commission made some calculations, implying that there should be secondary school accommodation, I think, for about 14 per 1,000 of the population, of whom it was presumed that about eight or nine would be boys and the others girls, girls being not so often educated in public schools. But that calculation seems to me to have been greatly modified by the development which has taken place in the character of our elementary schools. First of all they carry on education to a much later age than was common at the time the Schools Inquiry Commission made its report; and secondly, the curriculum of instruction has been correspondingly enlarged, and where higher grade schools exist they cover entirely the ground which was

contemplated by the Schools Inquiry Commission for third grade schools. Therefore they have *pro tanto* diminished the necessity of third grade schools altogether. The consequence is that now if we make the calculation as to the number of scholars requiring secondary instruction that calculation will have to be very materially altered, and, as far as my own observation and judgment go, I should be disposed to think that if you had secondary school accommodation sufficient in every place to give one for every seven or eight per 1,000 of the population for boys and one for every five or six per 1,000 of the population for girls, you would have an ample provision.

9053. (*Mr. Cockburn.*) I understood you to say that every place with 6,000 population should have a secondary school?—Yes, or some equivalent provision for instruction beyond the age of 14.

9054. If you were to have seven or eight boys per thousand provided for and five or six girls per thousand, that would give you a secondary school for about 70 children, would it not?—It would.

9055. And can you conceive of a successful secondary school being established for 70?—It would be no doubt a very small school; but I am putting that as the minimum. I should be very willing to suppose that where the population was so small the requirements of Secondary Education would be far better obtained by a developed primary school than by a separate new school; but by the provision for Secondary Education, I did not mean the provision necessarily in a separate school.

9056. Whether in higher grade schools so-called, or in other schools?—Or in a developed upper department of an elementary school. It would probably be sometimes bad economy to have a new secondary school; but in all cases where a separate secondary school was established to meet the deficiency which was found to exist, I should like to see that school under the same authority as the elementary education. No doubt that authority would be somewhat modified owing to the fact that these new duties were imposed upon it; but the administration of such funds as are placed in the hands of county councils for secondary and technical instruction would, I think, be properly in the hands of the school board, amplified and enlarged for the special purpose of fulfilling this duty.

CONSTITUTION OF LOCAL AUTHORITY.

9057. (*Chairman.*) Would you give us your idea of what the school board should be, if charged with these additional functions?—It must be essentially representative, of course, as at present. It would have the rates to administer, and therefore it should be responsible to the ratepayers.

9058. Should it be created entirely by direct election?—I may admit that I have not thought that out very carefully; but I think if the administration of any of the funds from the county councils were confided to this board, the county council should have some nominees upon it.

9059. Would you desire to have any persons on it representing the scholastic profession within the area?—Not necessarily.

9060. It has been suggested by some gentlemen representing the teachers that the teachers ought to be allowed to put a certain number of members on. You do not fall in with that suggestion?—No, I do not see the reason for it. There are very important functions which representatives of teachers might fulfil in other directions, but not, I think, in the local management of the schools themselves.

9061. Would you conceive that the body could be created by adding to the existing school board a certain number of persons nominated by the county or town council?—Yes.

9062. Have you any other observation to offer with regard to the constitution of the local authority?—No. One has not, of course, experience—and mere conjecture, of course, is not of very much value; but as far as I have been able to consider I think the representative element should be the strongest, and that among the representatives there should be some

who may be presumed to take a rather wider view of the whole question than the present school boards.

9063. How would you constitute the authority as regards rural areas?—I should not think an authority of this kind necessary except where a secondary school existed. In a rural district you would not have a secondary school except there was a population sufficient to maintain it.

9064. Then what is your idea of the proper composition of the authority to administer Secondary Education over an area of considerable size? You remember that the Schools Inquiry Commission recommended what they called a provincial authority?—Yes.

9065. And since the Local Government Act, 1888, it has been suggested that a county might be made the area for administering Secondary Education?—Yes.

9066. Which do you prefer, the county or the so-called province?—A county board would be of very great value, but it could not supersede the local administrators, who have the management and government of the school.

9067. I did not intend to put that point. But assuming there was to be either a county or a provincial authority, would you prefer to have a county authority or a provincial authority as recommended by the Schools Inquiry Commission?—I think the county authority is the better.

9068. And how would you compose that county authority?—By election.

9069. You would not take the existing county council?—Yes, but then I would either have some elected *ad hoc* or some nominated as a sort of committee of the county council itself for this express purpose.

THE CENTRAL AUTHORITY.

9070. There are now three Central Departments of State which are connected with the work of education: the Charity Commission, the Education Department, and the Science and Art Department. Would you continue them as separate departments or would you fuse them?—I assume of course that you only mean the Charity Commission in so far as it is engaged in the administration of the Endowed Schools Act.

9071. Yes, the Charity Commission on its educational side?—So far as it concerns itself with the Charitable Trusts Acts, I do not suppose it comes within the purview of the present inquiry, but so far as it concerns itself with the administration of the Endowed Schools Act it seems to me that the Charity Commission must still perform first of all the functions of interpreting wills and statutes; secondly, of framing schemes for the government of the schools; and thirdly, of looking after the property and saying how that is to be spent and administered. But I do not think the Charity Commission a suitable body to have any hand in the general educational direction of the schools that are thus formed. It is a legal body having functions analogous to those of the Court of Chancery on a smaller scale, and that is a sufficiently important function without giving them what is proposed, I know, in many quarters, and what the Charity Commissioners themselves seem to desire, a power of supervising the schools which have thus been reorganised, and of examining them from time to time. I notice, for instance, that in some of their recent schemes, there is a new clause lately introduced to this effect:—"In any year the Charity Commissioners "may by an order direct that the examiner or examiners shall for "that year be appointed in any other manner,"—"and the examiner "or examiners shall for that year be appointed in the manner so directed." That implies, I think, an intention on the part of the Charity Commissioners to assume the function of directing the examination of endowed schools, and that is a function which I do not think the Charity Commissioners ought to exercise.

9072. How would you deal with the Charity Commission? Would you maintain it as a separate department, or would you fuse it, so far as its educational functions are concerned, with the Education Department?—I

should wish to see it fused, so far as the administration of the Endowed Schools Act is concerned, with the Education Department.

9073. Then would you leave what you call the legal side of the Charity Commission untouched in its present position?—Except that I would have the Education Department cognizant of all the earlier stages in regard to the framing of schemes for endowed schools.

9074. Do you think that the framing of schemes for endowed schools could be distinguished from the educational functions that you propose to transfer to the Education Department. Would it not be itself an educational function?—To some extent it would, and that is why I should like to see a closer relation established between the Education Department and the educational side of the Charity Commission. Very great difficulty arises at present from the fact that the Charity Commission conducts the whole of the preliminary inquiry, communicates with trustees, and arranges a scheme without any knowledge on the part of the Education Department of what is being done. Then when the scheme is framed it goes up to the Education Department, which is asked to assent to it, and carry it, if necessary, through Parliament. The whole question is then new to the Education Department. We have a case at this moment—the case of St. Paul's School—which illustrates the difficulty of that kind of procedure. It seems to me that if the Education Department had been in closer relation with the educational side of the Charity Commission all this time the present difficulty that has arisen in connexion with St. Paul's School would not have occurred.

9075. Where questions of general educational, or even what may be called political policy are involved, does difficulty arise because the Charity Commissioners are not amenable either to the Education Department or to Parliament?—I think it would be better if they had a representative in Parliament, and if they were responsible to Parliament.

9076. You know that they are represented in Parliament for the purpose of answering questions?—Yes.

9077. Do you think that any other change in their relation either to the Education Department or to Parliament is required?—No other than to bring their educational action more strictly within the purview of the Minister of Education, that is to say, the vice-president of the council.

9078. Do you think that the Education Minister ought to be responsible for the initiation and framing of a scheme for an endowed school, or ought the Charity Commissioners to be responsible, as they are now?—Their responsibility, I think, should be shared with the Education Department, even in the earlier stages.

9079. Is it possible to share responsibility in that sense? Must not the responsibility be either the responsibility of the Board of Charity Commissioners, or else the responsibility of the head of the Education Department?—At present it is both.

9080. But I understood you to say that at present it was the responsibility of the Charity Commissioners, because the schemes do not go to the Education Department till a later stage?—And by making it go to them at an earlier stage you would secure a joint responsibility.

9081. To make the point clear: Suppose the Charity Commissioners and the head of the Education Department differed in their view of the provisions of a scheme, which should prevail?—The Education Department.

9082. Then the responsibility would be the responsibility of the head of the Education Department?—No doubt.

9083. In that case the responsibility would not be the responsibility of the board?—No, but the great experience of the Charity Commission in regard to all legal questions that are involved would make them quite the suitable persons in the first instance to frame a scheme, but to frame it with the concurrence and the knowledge of the Education Department.

9084. That is to say, they would be valuable advisers; but do I understand you to mean that in case of difference the view of the Education

Department and not the view of the Charity Commission should prevail? —Certainly. Practically, that is what happens now. If the Education Department disapproves of any details of schemes of the endowed schools department of the Charity Commission they send it back and request them to alter it.

9085. Have you anything to say with regard to the relation of the Science and Art Department to the Education Department and the Charity Commission?—I think it is a misfortune that the Science and Art Department is practically so much separated from the Education Department, and more particularly in the matter of grants. Science and art are taken as two separate subjects, which of course have many meeting points with ordinary education, and yet they are specially put under the supervision and control of a separate department that has a separate sum to administer. I think that involves considerable waste of administrative power and many inconveniences. For instance, take the drawing grant. When it was determined that the drawing grant should be assessed and awarded by the Science and Art Department, it became necessary for the Science and Art Department to have a whole army of special drawing inspectors, who go round to the schools, and often find themselves going at a considerable cost to little village schools, where the only drawing is of a kind which might very easily have been assessed and reported upon by the ordinary inspector of the district. It seems to me that there is great waste of power in attempting to deal separately with that part of elementary education which happens to fall under the head of Art, and a similar difficulty is found with regard to Science. In so far as the science is purely elementary, it is judged by the ordinary inspector of schools; but if science grants are claimed, there comes in a new inspector, and there is a new scale of grants. And this difficulty is particularly felt in regard to the development of higher grade schools. A higher grade school such as I should like to see in all our large towns attached to the board school and carrying on its work, is in this position when the boys have passed the Seventh Standard and are 14 years of age, that the board can no longer claim a grant from the Education Department. Many boards would like in their higher grade schools to carry on the general education of the boy on the lines of the ordinary elementary school just to perfect it and improve it, but they cannot do that. They are forced, by the fact that the only grant is that which they get from the Science and Art Department, to turn the whole of their power in the direction of what is called "science." They can get no grants except for subjects that are in the syllabus of the Science and Art Department. This appears to me to be a thing very much to be regretted, because it prevents your having a rounded and complete system of higher grade schools. The managers of the schools are of course bound, for financial considerations, to take only those subjects for which they can be paid. I may illustrate that by saying that I have lately been engaged in investigating for the Admiralty the condition of the marine and dockyard schools in connexion with the Navy. We were asked to inquire how far the other arrangements which have come into existence of late for giving advanced education, made it more or less unnecessary for the Admiralty to keep up its apprentice school. We have gone to the neighbouring technical schools, higher grade schools, and continuation schools, to see what they teach, and to see whether the apprentices who are now taught in the dockyards might, or might not, with advantage, be transferred to these new institutions. But we found that in every case, when we asked what their curriculum of study was, it was regulated entirely by the Science and Art Department. They said, "We can take up no subjects except those "for which we can earn grants." That hampers very much the promoters of technical and higher schools. I think, therefore, that the Science and Art Department should become an integral part of the Education Department.

9086. And I presume you would also desire that these grants, if they continue to be given, should include literary as well as purely scientific subjects?—If Parliament is liberal enough to extend its view of what primary

education is from the age of 14, and to encourage the best scholar to remain till 16 and get a prolonged education, that education should be framed in regard to the general needs of the boys, and not purely in regard to what is known as scientific instruction.

9087. That would practically have the effect, would it not, of making the secondary instruction up to the age of 16 free or gratuitous in the same sense as elementary instruction is now?—Yes, I am not saying that advanced primary instruction ought to be gratuitous, but that, whether it is so or not, it should not be restricted to the syllabus of the Science and Art Department.

9088. Because the schools at which boys stay till the age of 16 would cover those that were called by the Schools Inquiry Commission second grade and third grade schools?—They would cover third grade schools; they would not cover second grade schools, because the Schools Inquiry Commission always assumed that Latin, at any rate, and one modern language, should come in.

9089. Would you not consider that Latin ought to come in if the boy stays till 16, even under this system of enlarged grants?—I think not. I have ventured to show what appears to me to be the very important distinction between the two kinds of continuation schools. Those which keep boys beyond 14, and which propose to give them a liberal education which shall ultimately lead up to the universities, are schools of one kind; and those which merely keep the scholars of the elementary schools up to the age of 16, and then dismiss them on the assumption that they are going to be skilled artizans, are schools of another kind. In that second class of schools Latin would not be taught.

9090. That distinction was not taken by the Schools Inquiry Commission, was it?—They never contemplated higher grade elementary schools.

9091. But the Schools Inquiry Commission, speaking of what they called a second grade school, which was to keep the boy up to the age of 16, treated Latin as a permanent and constant element in the education?—Yes; but such schools were to be placed in definite relation both to the schools below them and to the schools above them. They were intended to lead the best boys up to the schools of higher grade which might conduct to the universities.

9092. Was it not the view of the Schools Inquiry Commission that boys should leave these second grade schools, whether for commercial life or for professional life, at the age of 16?—Yes, no doubt, and for them the education was to be partly literary, partly to consist of the humanities, and partly scientific.

9093. Would you give the person whom you would put at the head of the general educational administration—what we may provisionally call the Ministry of Education—any council of an advisory kind; or would you make him a Minister in the ordinary sense, similar to the heads of the other Departments of State?—I think an advisory council very important, considering the magnitude of the interests which would be in his hands.

9094. Should the council be advisory only, or would you make its consent necessary to any of his acts?—That is a matter of detail. I think eventually the relations between himself and his advisory council might perhaps resemble rather those of the First Lord to the Lords of the Admiralty, or rather, perhaps, that of the head of the Indian Department to the Indian Council; or there is a third arrangement, such as that which prevails in France, where you have a council composed partly of the Representatives of the Academies and others who advise the Minister. But the amount of authority they should have depends entirely, of course, upon the powers you propose to confide to them. One of the powers which the council might exercise would naturally be the power of framing a proper register of teachers. And what other duties might be assigned to them would gradually become evident after they had begun by exercising powers on a smaller scale, to secure public confidence.

9095. Can you suggest any power besides that of keeping the register which you would give them, besides of course the general powers of advice?—I think that they might, under the guidance of the Minister of Education, be at liberty to report on the condition of Secondary Education in the various districts, year by year.

9096. Would you make them a tribunal for appeals from the local authorities? By local authorities I mean district local authorities?—I do not quite understand on what subjects.

9097. Assuming that there were any powers to be exercised by provincial or county authorities, the exercise of which it was desirable to safeguard, would you consider that the appeals from those authorities ought to lie to the council or to the Minister?—The appeal would lie to the Minister in council. The Minister would take the advice of his council.

9098. Should the Minister have power to over-rule his council?—Yes.

9099. How would you compose the council?—I think the three elements that are absolutely necessary on any council would be, first of all, the official element appointed by the Crown, then the universities, and then the teachers.

9100. What utility would you expect from the representation of the universities?—They are in touch with the whole educational arrangements of the country, and more especially with the higher education, and I think they would be a very valuable element in any council.

9101. Would you have any representation of the scholastic profession?—Yes.

9102. How would you arrange that?—I would have the representatives chosen by the registered teachers, not by any association of teachers. I think that those who are on the register should, under certain conditions, be allowed to choose representatives. I may be permitted to say that in some evidence that I gave before the Committee on the Registration and Organisation of Teachers I went rather fully into that question. The evidence will be found on page 172 and what follows. My strong impression was that the teachers ought to be represented, but that they should be directly represented as registered members and not through any voluntary or self-constituted society.

REGISTRATION OF TEACHERS.

9103. You have mentioned a register; what kind of register do you contemplate?—A register of qualifications. For instance, the certificated teachers I would have registered simply as certificated teachers, with the record of any certificate or diploma which they might have obtained besides that of the Privy Council certificate. In other cases I would have the degree and any diploma or certificate of teaching power which the holder might have acquired.

9104. Have you anything to add to the evidence which you gave before the Select Committee of the House of Commons upon the subject of registration and the privileges which registration would confer?—No. I was very strong then, and I am still, in the belief that from the first it should be a real register of qualifications—it should not put down people simply because they were in the profession and had a vested interest. The second point to which I attach great importance is that no disabilities of a legal kind should attach to people who were not on the register, that there should still be the largest freedom. If the register is valuable it would become year by year more and more consulted by parents; but I would not register anything that was not worth registering. I believe, too, that a simple classification of the teachers into primary, secondary, and higher teachers, on the basis of suggestions that I made then, would be quite possible, and that the representation of such teachers would be very much facilitated by such classification. Of course if you allow the whole body of teachers as a body to elect representatives on the council it is quite clear that the elementary teachers, being five or six times more numerous than the others, would number out all the rest, and might carry all they

wanted. Therefore, my proposal is that if you once classify the teachers as primary, secondary, and higher teachers——

9105. By "higher teachers," do you mean university teachers?—I mean in the schools of the higher kind, those that are connected with the university; those that are called first grade schools.

9106. Would you draw a distinction between those schools that would be called "first grade" and other secondary schools?—Yes.

9107. Do you think it would be possible to draw such a distinction?—I think it would, although no doubt it would simplify the matter very much if they could all be classed together. But, at any rate, it seems to me to be important that the primary teachers should only nominate a certain number, and that the secondary teachers should also nominate a certain number, and that precaution should be taken to prevent mere numbers on the whole register from settling the question of whom the nominees should be. But otherwise I do not think I have anything to add to what I have said before the Select Committee on the whole subject of the register of teachers, what it should record, who should make it, and what use should be made of it.

9108. Do I understand you to mean that you would allow at all times, even in the distant future, persons to be teachers who were not on the register?—Yes, I would not forbid it.

9109. You would endeavour to induce persons to come on the register merely by the benefit which you think the entry of the name on the register would give to the teacher?—Yes. I think that where there are schools on a public basis, for instance, endowed schools and others, it should be required that the persons employed as teachers should be on the register.

9110. It has been suggested that registered headmasters of schools should have certain privileges in the way of the admission of their pupils to competitions for scholarships tenable at certain places which would not be available for the pupils of non-registered teachers. What do you say to that?—I do not think we are quite ready for such a proposal at present. I should like, as years go on, to see the registered teacher take a very distinctly better position than the unregistered teacher, but I think that it might be very unfair to the pupils if you said that there was an open competition in a certain district and a boy should be prevented from coming up to it because the master of thr school in which he was taught did not happen to be registered.

EXAMINATION AND INSPECTION.

9111. Have you anything to say with regard to the kind of inspection which might be exercised over public secondary schools?—I think the first thing to secure is that there should be a public guarantee of efficiency; and the second that there should be the largest possible liberty both to teachers in regard to their methods and their plans, and to governing bodies in regard to the educational aim and scope of the various schools. Therefore I should not like to see any system of inspection or examination which prescribed anything in the way of a code or subjects as absolutely necessary for schools of a particular kind. But we want some authority which would be able to go to a school and say, "Are you examined by any public authority? If so, let us see the report." Then I should think if that report were presented, and it was quite clear that the school was properly examined by the university or other public authority, it would be unnecessary to do more. You are aware, of course, that in the schools under the Endowed Schools Acts it is always required that there shall be an external examination of some kind—it does not say what—and at present the governors are at liberty either to go to the universities or the joint board or perhaps the College of Preceptors. But my impression is that if any school already submitted itself to an authoritative examination of that kind, it would be unnecessary for any central authority to insist upon anything else.

9112. Would you think that the examination of the College of Preceptors would be sufficient, and that those examinations ought to discharge the

school from being examined under any local secondary educational authority?—A local secondary educational authority which had provided the school or which was paying for it out of rates would be at liberty to have it examined in its own way.

9113. Clearly such an authority would belong to the governors of the school?—Yes.

9114. But I am speaking rather of an endowed school lying within the area of a county or district authority, supposing that your district authority were given the power of overseeing the inspection and examination of schools within its area?—If the school were examined by the universities, or even by the College of Preceptors, the results of such examination should be accepted as a substitute for any more minute examination. Of course, if anything occurred which showed that the examination of any of these public bodies was unsatisfactory, it would then be time to cease to recognise them.

9115. Have you any other observation to offer upon this subject of examination and inspection?—I think the services of Her Majesty's Inspectors might be very largely used in connexion with the examination of such secondary schools as are within their reach. I do not think it at all necessary to set up a separate body of secondary inspectors. I think it would be a very good thing, if an inspector had a district with perhaps one or two secondary schools in it, if he were called upon to report annually upon it, not necessarily to examine it, if it were examined by any public body, but to report to the Department upon its condition, upon its numbers, upon the fitness of its premises, and so forth. The incidental advantage of that would be very great, because the inspectors of elementary schools often come in contact with children of promise, and with teachers who are disposed very much to help forward their best scholars, and at present they know nothing of the kind of scholarships that exist, or the sort of secondary schools that are within reach, and it would be a good thing if they were officially cognizant of all the secondary schools within their own districts, so that they might know what kind of advice to give to teachers, and in what direction the better scholars might look if they wanted to advance.

9116. It would be a necessary consequence of that system that this inspection which you propose should be conducted under the authority of a central department?—Yes.

9117. Therefore, you contemplate the inspection of all secondary endowed schools under that authority, and not under the authority of the provincial or county authority for Secondary Education?—I think it might be delegated; but ultimately the authority for inspecting, so far as it was central at all, should be that of the Education Department.

9118. Would you not apprehend some difficulty from making Her Majesty's Inspectors the servants of the Department as regards primary schools, and the servants of somebody else as regards secondary schools? Could the inspector be expected efficiently to serve two masters?—I do not think he would serve another master. At present, he is in relation to the local authorities, the school boards, as well as in relation to the Education Department.

9119. But he is no sense under their direction?—No.

9120. I was putting to you the proposal of the Schools Inquiry Commission, which has often been repeated since, that there should be provincial or county authorities?—Yes.

9121. And I was putting to you the possibility that the work of inspecting schools within their area should be given to these provincial or county authorities. I understood you to suggest that Her Majesty's Inspectors might be utilised for the purpose of that inspection, and, therefore, I put it to you that the inspector might, as regards elementary education, be the servant of the Education Department, and as regards Secondary Education, he might be the servant of the provincial or county

authority?—That is a difficulty which would require adjusting, but I do not think it is insurmountable.

9122. I suppose you would think that Her Majesty's Inspectors themselves are personally better qualified for the work of dealing with Secondary Education now than inspectors were in 1865?—Yes. They are all presumably men of sufficient standing to enable them to judge of a secondary school; but I would not give them the kind of authority over the secondary schools which they have now over the elementary schools, partly because they would not have an Imperial grant to administer, and partly because, as I have already said, many of these schools would be examined by another authority—the university or the joint board, and it would suffice if the inspector of the district simply recorded the fact and also stated all that it was necessary to state as to the kind of premises, the staff of teachers, the course of instruction, what were the aims of the school, and how far, judging from the report of the universities, those aims had been accomplished.

9123. Is there anything further you would like to say upon that question?—No.

9124. (*Dean of Manchester.*) You said that at the former inquiry it was intended that there should be means for the children, whether boys or girls, to get up through the different grades to the first grade?—Yes.

9125. In what you have said to-day how would you create the linkage for that purpose. You know of the system of the higher grade schools which retain children till they are about 16?—Yes.

9126. And you would make provision for that *mutatis mutandis* by standards up to that age; but how would you propose that these children should get to the next higher grade again; would the system of their education favour their being at home, so to say, when they got to the highest school of all?—I should say that the higher grade school, which simply puts the completion on to the primary school course, is not one from which there is any way upwards. I think it is a sort of *cul-de-sac*. But if you want to enable boys to go up higher than first grade school they must do it through the secondary schools pure and simple, those that have the proper secondary and liberal curriculum, not purely science schools, such as the higher grade schools.

9127. And those, I think you said in reply to a question that was put in your examination-in-chief, you would have established in all places, whether towns or districts, of a certain population?—Yes. I should like secondary schools proper to be quite distinct from the higher grade elementary schools.

9128. You d not think that there would be any opportunity for a boy being taken from an elementary school up to these other schools except by examination, do you; or do you think he might be taken by selection?—Examination is the only fair way in the long run. All selection is apt to degenerate into personal favouritism.

9129. How do you propose that the universities should be represented on the central authority?—Merely that the governing body of the universities should nominate so many members.

9130. By "the universities" I suppose you mean all universities?—There are only five in England—Oxford, Cambridge, London, Victoria, and Durham.

9131. There might, of course, come to be more?—Yes.

9132. You would have those represented on the central body?—Yes.

9133. And would you also have them represented on the local body?—No. I consider the representation of the universities in connexion with the endowed schools re-organised under the Endowed Schools Act very valuable; but I have not thought of any plan of university representation on the local or provincial boards.

9134. (*Mr. Hobhouse.*) You were speaking of examination as being the only proper test for selecting boys for scholarships from one school to another. Does that apply to boys of tender age, say, 10 or 11. Would you examine them for scholarships at that age?—You mean a boy in a primary school desiring to go up into a secondary school?

9135. Yes?—I should not desire to see him transferred before the age of 11 or 12; but if he be so transferred, I know no safer way of doing it than by examination.

9136. You think there is no serious objection to examining boys of that age?—I should, of course, require some attestation from his teacher of his being a boy of good character and diligence before he was admitted even to the competitive examination.

9137. But you would have your competitive examination in all cases?—Yes.

9138. Then you approve generally, I suppose, of the scholarship schemes which have been started in various counties for transferring boys from the elementary schools to the secondary schools?—On the whole I think they are right.

9139. You would not approve of the system of allowing the governing bodies or the masters of elementary schools to recommend their best pupils for scholarships?—No. No doubt occasionally that might be the fairest and best way, but in the long run, taking human nature for what it is, I believe that the danger of personal favouritism would be very great, and there would be the still greater danger of leaving upon parents and others some sense of injustice, some fear that their children had not been fairly dealt with.

9140. To what extent do you think Secondary Education should be free?—That is a very difficult question. I have, for one, always regretted that primary education was free, and, at any rate, the making of Secondary Education free would involve such an enormous addition to the public burdens that I do not like to contemplate it. Moreover, I think that the parents who desire Secondary Education are, as a rule, very well able to afford it. Of course this only applies to the general provision for the education of those who are not selected as boys and girls of special merit. For them I would certainly reserve a great many free places. I think free places for those of special merit and payment for all those who have no special merit and who require a higher education is the right principle, and that this should apply to instruction prolonged beyond 14, whether in higher elementary schools or in secondary schools proper.

9141. And what proportion, do you think, of the boys and girls who go to our elementary schools would be deserving of free education in a secondary school?—A great many are deserving, but the proportion who could make a right use of it, and whose parents are prepared to forego their wages the necessary time, is much smaller than some of us would desire, and much smaller than many estimates that I have heard. As a rule, the number of such scholarships and open free places is already nearly as large as is wanted. As a rule great towns do not need more free places than there are. My own impression is that for every public school established on a public basis and recognised as part of the Secondary Education provision, there should be five per cent. of free places. I believe that would offer quite enough opportunities for all children in elementary schools who are desirous to be pushed on and whose parents are prepared to make the necessary sacrifice. It is of no use to take a boy into a higher school unless he fulfils those two conditions —first, that he has special ability, and, secondly, that he can stay in the school long enough to profit by it.

9142. You are aware that in most of the new scholarship schemes there is a provision made for the maintenance of the boy as well as for tuition?—Yes.

9143. And if that provision were made I suppose there would be a considerably larger number of boys who might with advantage go on to be

educated up to a later age?—I suppose you mean that if the fees of the higher school were, say, 10*l.* a year, the only scholarship that would be really valuable to a very poor boy would be one that would carry 30*l.* a year—that is, 10*l.* for his fees and 20*l.* for contribution to his maintenance. The number of people that it is worth while to encourage to that extent is not very large.

9144. Not more than five per cent. of those who require Secondary Education?—No. And I would only give the maintenance exhibition in cases of very special merit. I think that any fund which would undertake to pay for the maintenance of children as well as to give them gratuitous education must be an enormous fund, and I dread such an addition to the public burdens. Wherever there are special endowments, gifts, and private contributions for the purpose, I should like to see them employed. But I should not like to see provision of this eleemosynary character made a legal charge on a public fund.

9145. I understand your view generally to be that, as far as possible, elementary education and Secondary Education should be brought under the same authority, both centrally and locally?—Yes.

9146. Would you explain to us a little further how you propose to do this in a country district where the authorities for primary education are very numerous, with very small areas, where some are school boards and some voluntary managers?—That is difficult, but it is quite clear that the secondary school in such a case would serve an area far larger than one of the ordinary local village school boards, and in that case I think the representatives of the county or the district, whoever they were, should be the governors, and should be composed in proper proportions of the members of the school boards.

9147. You would have, in the first place, a county authority, I suppose?—Yes.

9148. And you would give that county authority certain powers over both the secondary schools and the elementary schools?—Yes. Those powers would be practically, over all small districts, delegated to the ordinary school boards.

9149. You would oblige people to delegate all their powers to the school boards?—Except so far as they touched higher or Secondary Education.

9150. You do not wish in any way to decentralize education as it is at present administered by the Department?—That is a thing that I should very much like to see done some day, but I do not see my way to doing it now.

9151. Supposing the county education authority was established, should not it have powers both in respect of secondary and elementary education?—Yes, powers, that is to say, of governing the school, and establishing such schools as are necessary, but not any powers which should supersede the power of the central body to inspect, examine, and report.

9152. You must always have some central authority?—Yes, you must always have some central authority.

9153. Then, to pursue the matter further, supposing you had a county authority exercising powers over both secondary and elementary schools, would it be desirable, in your opinion, to have a district authority with an area somewhat similar to a district council, exercising the powers of local governing bodies over both secondary and elementary schools?—Yes, that is the direction in which I should like to see something done.

9154. Or would you think it better to have a district authority for the secondary schools, which must serve, as you say, a larger area, and leave the elementary schools each under their parish school board, or their parish managers?—It is absolutely necessary that each separate village school should have its own body of local managers. You cannot supersede them by a central authority which deals with a large division, but they should be brought into relation with the central body.

9155. But there might be a large number of schools under a large authority, corresponding, say, to a school board in a large town, each school having its local managers appointed by the district authority?—And so not subject to popular election?

9156. Only indirectly subject to popular election?—I should not like to diminish the power of the inhabitants to choose the members of their own board.

9157. Do you not think, from your experience as a school inspector, that a country parish is much too small an area for the satisfactory management of a school?—Yes, it is small; but you must have a body of managers in each place to look after the school.

9158. And you think that those managers should each be directly chosen by the popular vote?—That is a point I have not adequately considered; I think the board ought to be over larger areas, but that you cannot dispense with local managers.

9159. (*Mr. Yoxall.*) Do you think, being placed in that dilemma, that a proper way out of the difficulty would be that the boards over large areas should have the right of appointing the managers of the village school just in the way that school boards now have the right to appoint local managing bodies over particular schools?—That I think would be one way of solving the difficulty.

9160. I understand that you would rather like that the higher grade schools which are established in the country, and those that are to be established, should be developed very much on the lines of *les Ecoles primaires supérieures* in Paris?—Yes.

9161. You think that those schools in France are superior in comprehensiveness to the higher grade schools in England?—Yes; simply because the higher grade schools in England are hampered by the necessity of getting grants for the subjects which are recognised by the Science and Art Department. The *Ecoles primaires supérieures* are at liberty to develop the boy's education partly in the literary, and partly in the scientific direction, and I hold that they should be at liberty to do both or either as the local necessities may suggest. They cannot do that in England, because they are in fact bribed to choose one particular line of educational efficiency, and to disregard others.

9162. Your suggestion seems to point in the direction of a complete reconstruction of the science and art grants so far as concerns organised science schools?—Yes. I think they should be properly co-ordinated with the Secondary Department of the Education Department, and that we should cease to look upon science as if it were a separate kind of education. It is only a branch of education.

9163. You take the view that there must always be a competition as a satisfactory means of distributing scholarships or exhibitions. Would you hold concurrently the view that there might be a preliminary selection by the managers and teachers of any given primary school among those pupils of the primary school who might wish to enter for competition?—Not unless the primary selection was founded upon attendance or character, or something which put it out of the power of teacher or manager to exercise some personal preference. I should like to rely mainly upon competition. I think it is the only just and safe thing. It is not an ideally perfect thing, of course, and nobody is more conscious of that than I am, but it is the best and fairest thing we have.

9164. Would not the danger you anticipate be avoided by making the examination, not an examination for places upon the list, but a matriculation examination so to speak, the passing of which would not indicate any special order of merit, but would indicate the possession of a minimum degree of merit?—That does not meet the difficulty. Supposing there are only five vacant places in a neighbouring secondary school and ten boys pass this matriculation examination which you describe, there would still be the difficulty of selecting the five from the ten.

9165. But on the other hand, supposing there were in any given primary school five leaving exhibitions to be awarded at the end of any given year, the managers and the teacher might select from among the pupils of that primary school five children who should be submitted to the matriculation examination, and if they passed that matriculation examination satisfactorily that would be in itself a guarantee that favouritism or choice from improper or uneducational reasons had not been exercised?—The selection of them at any point would open the way to possible favouritism unless it were dependent on the examination alone.

9166. I am suggesting the examination as a means of guaranteeing that favouritism and uneducational reasons should not operate in this direction. If the teacher selects five children and those five children succeeded in that examination which, was the matriculation, is not that evidence *per se* that the children have been properly selected by the teachers?—But still it does not seem to me to get over the difficulty, supposing there are more qualified candidates than there are places for them to fill.

9167. You are looking at the case of an entrance competition to secondary schools?—Yes.

9168. I am regarding the possibility of setting up a leaving exhibition at the end of a primary school course?—That is a totally different thing. The leaving exhibition at the end of the primary school course appears to me to be a thing of very great importance indeed, and for that there is no kind of competition at all. If you had it understood that for boys who were up to the Seventh Standard there was a good examination representing the knowledge of all such things as ought to be acquired by a well-taught lad of that age, that is, the Seventh Standard, two additional class subjects, and perhaps two additional specific subjects, and if you once had it understood that this was the best proof of his having made a good use of the elementary school, there would be nothing competitive in that arrangement. Every boy who fulfilled that condition would be entitled to a certificate. I hope that the leaving certificate in the primary schools will become a very important thing indeed in its relation to your inquiry, and to the best interests of the primary school itself.

9169. Then we may take it that your remarks in reply to Mr. Hobhouse in regard to competition as the sole satisfactory means of securing the entrance of proper children from primary to secondary schools referred to entrance competitions in the secondary schools only?—That is all.

9170. You propose that the register of teachers should classify the teachers upon the register into primary, secondary, and tertiary. How would you do that? Would you classify them according to the schools in which they have taught, or according to the diplomas they have?—Both. I may say, perhaps, that I explained at full length, in the evidence I gave before, how I would divide them into primary, secondary, and high schools. The primary teacher is indicated by the fact of his holding the Government certificate. I should require that the higher school teacher should have a degree, and, of course, that he should have been actually engaged as a teacher in some one of those schools which prepare for the universities—those schools which were understood by the Schools Inquiry Commissioners as first grade, and which now send representatives to the Headmasters' Conference. I do not think it would be difficult to define them. Then everything between the primary and the higher school teachers would naturally fall into the category of intermediate or secondary teachers. But on thinking the thing over since that time, it has occurred to me that it probably would be much simpler to have only two classes, the primary school teacher, and all above, and let the register simply record in every case the man's degree, whatever diploma he has taken, and any other particulars respecting his qualifications which he wished to have recorded. Then for the purpose of electing representatives to a possible Educational Council, I would simply say that the primary teachers should elect so many, and all other teachers elect so many others.

9171. May I ask if your recommendation that there should be classification of teachers according to the schools in which they teach is largely based upon the fear that any one set of teachers, unless they were distinguished on the register, might swamp the others?—Yes.

9172. You said that the one class of teachers was five or six times as numerous as the others. Do you refer to pupil-teachers as well as certificated teachers?—Not pupil-teachers, but certificated teachers only.

9173. There are, roughly speaking, about 50,000 certificated teachers in England and Wales?—Yes.

9174. The Teachers' Guild and the College of Preceptors both coincide in thinking that there are between 40,000 and 50,000 secondary teachers in England and Wales? Those two bodies, which are immediately connected with secondary schools, have made endeavours to compute statistics, and they say the number is between 40,000 and 50,000, that is roughly speaking; so I do not see how your computation of five or six to one comes out, and I do not see why there should be much dread of one set of teachers swamping the votes of the others?—If there are 40,000 or 50,000 teachers engaged in secondary schools, it does not mean that there are 40,000 or 50,000 with qualifications such as you can register. The elementary teachers have all got a qualification that you can register; but of the persons who are now engaged in secondary schools probably not one-third or one-fourth would have any registerable qualification at all.

9175. But taking the line that has been followed out in the Bills before the House, and following the lines which were adopted when the dentists were registered, of taking all who were in practice for the time being, your objection would not hold good?—No; but I should not approve at all of registering people who had no technical qualification merely because they called themselves teachers. I think it would be wrong.

9176. With regard to Her Majesty's Inspector of Schools, you said that there might be one or two secondary schools in the districts that might be allotted to him. Your own knowledge of the districts allotted to Her Majesty's Inspectors would lead you to know that the number would not be one, two, or three, but 20 or 30 or 40?—Yes.

9177. And that would rather complicate the matter, would it not?—I presume that among those schools a very large proportion would be already examined by a public authority, in which case the function of the inspector would be simply to record the fact in his report, and get the necessary statistics of the district.

9178. But for the purpose of inspection he would be required to visit the school two or three times a year?—No doubt that would increase the amount of the inspector's work, and in that proportion make it necessary in some districts to have a rather larger staff of inspectors.

9179. (*Mr. Hobhouse.*) When you spoke of the inspectors examining schools, did you mean to include endowed schools receiving public money?—Schools that receive grants from public money. This is a question which has not been raised before, but I should like to see other schools of a private and proprietary kind, which desire to do so, place themselves in such a position that there should be a public report upon them.

9180. And qualify themselves by being put upon the register?—If you have a register of schools. A register of schools and a register of teachers are different things.

9181. (*Mrs. Sidgwick.*) Should you include the private schools as part of the educational supply for any district?—If they had registered and qualified teachers at the head, and if they showed themselves willing to give an account of themselves, either by submitting to some public examination or by offering to be examined by the local authority.

9182. If the public authority sets up a school, the proprietary or private schools in the district may be very much injured thereby?—No doubt.

9183. Would you give them any right of appeal against the action of the public authority?—Do you mean an appeal as against a possible rival school on a public basis?

9184. Yes?—No, I do not think you would give such a right of appeal in the public interest.

9185. Nor any right of being bought out?—It is quite conceivable that there might be schools on a private basis which might be so good, both in regard to their equipment and to the reputation which they enjoy, that the local authority, instead of building a new school, might appropriate them and might deal with them as part of the provision, just as voluntary schools are reckoned as part of the provision for primary education.

9186. Do you see any scheme under which they could have any right recognised beforehand?—No. I think it is inevitable that if they do not fulfil the conditions of having qualified teachers and being subject to inspection they must be left outside, and cannot be regarded as part of the public provision.

9187. I was assuming that they were willing to do that?—Then it would be for the local authority to determine whether they should be reckoned as part of the secondary provision of the place.

9188. You consider that elementary education, with its termination of the *Ecole primaire supérieure*, ought to be quite distinct from Secondary Education?—Well, not absolutely distinct, but I have shown in my memorandum that it has a very distinct function of its own, and that the course of education in the higher grade elementary school would not correspond precisely to that which was taking scholars of exactly the same age—a secondary school proper, which led up to a higher school and which undertook to give a general liberal education and not a mere expanded primary education.

9189. But you would draw no hard and fast line between them?—No. I would let the local authority determine to a great extent the character of the higher elementary school. At present there is this enormous difference between the two: that the higher grade elementary school can claim a grant, and the others cannot. That is an anomaly which will have to be redressed, because so long as they can claim a grant no doubt they will draw a great many scholars who otherwise would have preferred to go to a proper secondary school, where no grant can be obtained.

9190. Would you adjust it by giving grants to both, or to neither?—I think a grant may be a legitimate thing for a purely higher grade elementary school. I do not think a grant properly paid to a school such as there is at Cambridge, for instance, which calls itself a higher grade school, and which is nothing but a secondary school, appealing to a class socially above the elementary, charging lower fees than might easily be enforced, simply in order that they may obtain the grant. A school of that kind, which begins at an earlier age, and keeps children on the sort of curriculum adapted to Secondary Education generally—that is, a liberal education up to 16—is at present not properly within the purview of the education grant, and I think that Parliament should consider very carefully whether it meant to give aid to such secondary schools or not. If it did not, such a school as that does not seem to me to be entitled to it. I think the case of the higher grade board school, which is essentially a continuation school, and does not begin until the primary school course is finished, has a kind of claim which a school like that at Cambridge has not.

9191. Are not some of the higher grade board schools ranged to carry on children from the earliest stages right through up to the university?—If a grant is paid for that, it is clearly a grant for Secondary Education, and ought not to be included in the budget of primary school grants.

9192. How would you exactly distinguish between a continuation school and a board school giving Secondary Education? It seems to me difficult to draw the line?—A continuation primary school is, I think, very clearly distinguishable from a secondary school proper. I ventured to put that forward in my memorandum.

9193. The distinction, as you have described it, does not exactly correspond to the facts as they are, does it?—The character of the Cambridge school does not exactly correspond to what is known as a higher grade school elsewhere.

9194. There is another kind of school which takes children who have passed the Fifth or Sixth Standard and carries on ex-standard work, including French and Latin. Would you call that school a primary or secondary school?—It all depends upon its relation to the secondary school. If it takes children of the same class as those who have completed their education in the primary school, I should think there may be some justification for paying the grant for them, even under the present law, which has been strained to some extent.

9195. I suppose that beyond the Seventh Standard such a school cannot get grants from the Education Department, but can be supported out of the rates. Would you allow that?—If the local public are willing to pay through the rates for it, and not to charge any fees, I do not see any objection to their doing so.

9196. You spoke about maintenance scholarships. You do not think that if the funds were forthcoming there would be any danger that such scholarships would do harm?—I think not. It would have to be an enormous sum if it were done equitably for all the persons who desire it.

9197. But if it were done out of endowments, you do not see any objection to it?—No, if education did not suffer. But I would rather pay the fees of four children, 10*l.* each, to enable them just to get a higher education, than pay the whole 40*l.* to one boy so that he might have his fees and the maintenance scholarship too.

9198. But you do not think there is any danger of too many people taking advantage of such scholarships to carry on their school education longer, and getting no employment afterwards?—I think there is a certain danger in that direction, but there is also the other danger that a good many persons would seek it, not for the sake of the education, but for the sake of the maintenance.

9199. (*Lady Frederick Cavendish.*) If any private schools came under the educational authority in the way you have been describing, would it be necessary to interfere with their system of religious instruction in any way?—No.

9200. Would you leave them to carry out their existing arrangements unaltered?—Yes. If they were public schools, I should think it right to insist upon a conscience clause, but otherwise I should not think it right to interfere with the arrangements that might be made.

RELATION OF HIGHER GRADE ELEMENTARY TO SECONDARY SCHOOLS.

9201. (*Mr. Cockburn.*) Of course you know quite well that those higher grade schools have been alleged to be standing on the border line of legality and illegality?—Yes.

9202. It has been suggested that a possible course for legislation to take in the future would be to create three or four more standards, in addition to the present seven, going up by steps as our present standards do, and having, therefore, a Standard X.; that all primary schools and higher grade schools everywhere should be permitted to go on to Standard X., which would be then probably high enough to embrace every child who would be likely to remain at schools of that class, and that in that way those schools would become perfectly legal, their position would be clearly defined, they might remain under the control of those who at present are controlling authorities for primary education; and thus it would leave the field entirely clear for Secondary Education, properly so called, to be taken in hand by some new authority to be created,

or some existing authority to be organised for such work. I should like very much indeed to have your views upon that, as against your already expressed view that in your opinion the whole of education, primary and secondary, would be very much better all concentrated in one hand and under one authority?—To put for one moment the question of the government of the school out, on educational grounds I should say that if Parliament is disposed to extend its present grants so as cover the education of boys up to 16, it is far better that it should do it in a straightforward way, as you suggest, by having Standards VIII., IX., and X., than that it should at the age of 14 force them into the purely scientific groove and say: "You shall have no grant unless you can satisfy the "Science and Art Department." It would be far better to provide a rounded and well-organised scheme of education for three additional years. But with regard to the government, I think that the school boards, enlarged and improved so as to take in a wider range of duty, would be the best authority both for those schools and for such secondary schools as were on a public basis. I do not wish to see two co-ordinate authorities, say, in a town like Leeds, one having cognizance only of secondary and the other of primary education. I think that there would be great waste of power in that case.

9203. If at present higher grade schools are alleged to be overlapping and conflicting in an unhealthy way with existing schools, supposing their authorised course of education were increased by three more standards and they were left under one authority as apart from the Secondary Education in the district, which was to be continued under another authority, would not the risk or the certainty of overlapping and conflict and rivalry be greatly increased then as compared with what it is to-day. That is to say, would there not be more risk if it were possible for, say, the higher grade school at Leeds to carry on to Standard X., which would be necessarily a far reach into Secondary Education, because they would be dealing with children of 16 years of age. Do you not think that in that case there would be a much greater risk of systematised and legalised overlapping, say, with the Leeds Grammar School and other secondary schools in Leeds than there is to-day?—No, I think parents would choose which line they would prefer; whether the course of instruction which presumably ended at the Tenth Standard at the age of 16, or the course of classical and literary instruction which would lead up, possibly, through the Leeds Grammar School to the universities. I think parents would choose; but seeing what our industrial communities are, I have no doubt that for a very large number of parents the higher grade school you have described would be the more attractive school of the two.

9204. And in your opinion those two schools could co-exist and each thrive and do good work in a separate field, each field being a necessary field?—Yes, but I have no doubt a great many would be drawn there who now go to the grammar school.

9205. (*Mr. Hobhouse.*) Do you think that the choice of parents would be very much influenced by the cost of the education in the two classes of schools?—Certainly.

9206. And that it would be hardly fair to the more classical curriculum for the other to be aided so largely out of the rates?—Of course that is another element in the choice of parents. Presumably, if there is a Tenth Standard, and grants are to be paid up to the age of 16, the education there would be almost free if Parliament is to go on giving grants up to that point.

9207. (*Mr. Cockburn.*) All new schools of that kind, as you know, under the Assisted Education Act, must be free?—They must be free; and that, of course, would be a great inducement to parents to withdraw their children from the schools in which high fees were paid. But that difficulty about fees is one of the things which I hope this Commission will be able to see its way to solve.

9208. Do you suppose that Parliament would go on giving grants up to that age?—I have not said that Parliament should go on giving grants

and supporting education up to the age of 16. If Parliament did so, it would undoubtedly have the effect of seriously injuring all the unaided secondary schools.

9209. And secondary schools be free up to that point?—I think they might possibly be subsidised.

9210. Would it meet your views supposing the buildings were provided out of public money, and supposing bright children were provided for at the expense of the State and the locality, and all the rest of the expenses were necessarily borne by fees?—Yes.

9211. Is that the ideal you would have?—For secondary schools, yes; and I should like to see the same principle made applicable to all the primary schools above the Seventh Standard. But I see the enormous financial difficulties. One, of course, is that Parliament would be making much higher grants than at present for these advanced elementary scholars. Another difficulty is that by the imposition of fees just at the moment when you want to keep the boy at school, you would greatly discourage parents from allowing their children to continue their education.

9212. You are aware of the terrible conflict which goes on now between all enterprising school authorities and parents to get the children to remain, even without paying fees, for the length of time which would be for their best good?—Yes.

9213. And, therefore, you would deplore the imposition of fees, or anything else which would make that difficulty still greater than it is to-day, would you not?—Yes; but still there would be the anomaly that the higher primary school was free, and that the secondary school proper was a fee-paying school. I do not see how to prevent this, except by much more liberal grants on the part of the public or the localities for all secondary schools alike.

9214. (*Mrs. Sidgwick.*) On the other hand, we must suppose that if education is useful it will be more appreciated; and if the cleverest boys are helped to remain at school by scholarships, and the more enterprising parents educate their boys for longer time, will not the others be driven into it and driven into paying the fees?—They might, but I am not sure.

9215. (*Mr. Hobhouse.*) The cost of an education in a good secondary school, apart from the original cost of the building, would be something like 10*l.* a year, would it not?—Yes, considering the present scale of school staff and teachers' salaries; that is quite the minimum for a good secondary school.

9216. And do you consider that the ordinary parent who wished for a Secondary Education for a boy ought to pay that fee?—If his boy has not the special ability to justify his getting a free place.

9217. But, on the other hand, he ought to have the option of sending his boy to a higher grade school, where he would only pay 2*l.* a year?—He has that option now.

9218. In a few of the large towns?—Yes.

9219. Do you think he ought to have that option elsewhere?—Yes, I do not see how you are to prevent his having that option.

9220. Except by not establishing the school?—Of course.

9221. Do you think that schools giving Secondary Education at similar prices to these higher grade schools should be established generally all over the country?—If Parliament is willing to continue to make grants to them.

9222. You think that ought to be the only consideration?—I do not see how they are to be supported without.

9223. (*Mrs. Sidgwick.*) Would you vote for it if you were in Parliament?—Well, I am not sure.

9224. (*Mr. Cockburn.*) Let me put a very clear case: the bulk of our school board rate in Leeds, for example, is paid by the large well-to-do ratepayers?—Yes.

9225. As you are aware, there is not the smallest provision made for the education of their children in any way. Is there any need to be so reluctant as you appear to be that their children should derive benefit from some Imperial or local money any more than there is need to be reluctant that the working man's child should?—If the locality or the nation is disposed to tax itself to that extent, no doubt it is a perfectly legitimate way of spending their money; but to compel them to have free secondary schools seems to me to impose a very heavy burden upon them, and I do not think it should be so imposed unless the people wish it.

9226. Seeing that the large ratepayer has to pay in proportion to his means, and he pays heavily, should not the State do something for him? I understand you to be very reluctant that it should?—I am not reluctant to allow a community like Leeds to tax itself to any extent it likes. If they like to establish a school and make it free for Secondary Education, I do not think anything could prevent them doing so.

9227. (*Mr. Yoxall.*) As a question of first principles, and as a matter for the decision of this Commission, you would be in favour of our recommending, everywhere where they do not exist, the establishment of secondary schools of a modern type, something of the higher grade school type, side by side with endowed schools of the classical type?—Yes, or classical schools which are not endowed. It is not necessary that the endowed school should be the only school which keeps up the classical ideal.

9228. In every locality of any importance and population you would like to have two types of secondary schools, the classical type and the modern scientific type. Is that so?—I should not divide them in that way. I should say that the two types of schools are the secondary school, which is in distinct relation with the schools above it and tries to lead up to the universities, and tries to give as liberal an education all round as is possible at the age, and then another school which is linked on to the elementary school and simply undertakes to complete the elementary education.

9229. And you think that that second class of school ought to be established in places where they do not now exist?—I think so, according to the wish of the locality. I should leave the largest freedom to the local bodies to determine the character of the schools they want.

9230. (*Mr. Cockburn.*) In advocating the one educational authority, I have not heard you express any view as to how we are to extricate ourselves from such difficulty as arises from the county councils having already received three quarters of a million of money in a lump sum, and also having conferred upon them the power to levy a rate up to a penny. Would you have that power taken away from them if this new authority which you advocate were created?—I should like the new authority to be so far identified with the county council that the whole administration should be in their hands.

9231. In whose hands?—In the hands of the newly constituted authority, in which the county should be duly represented.

9232. And all the whisky money and the power to levy the rate then would be in whose hands?—It would be in the hands of some one constituted authority which should fulfil both the functions of the school board and the functions of the county council so far as education is concerned.

9233. Which means, in a word, this new legislation taking away from them the powers already conferred upon them?—Yes, or enabling them, in the exercise of those powers, to seek the co-operation of other bodies.

9234. (*Mr. Yoxall.*) Would it meet your view if the newly created body were to have, not the power of rating for education, but the power of

issuing a precept upon the county council or the county and borough council for the amount of the local taxation grant and the amount of the rate possible under the Technical Instruction Acts?—Yes, I think that is a very possible solution.

COMPARISON OF SYSTEMS OF TRAINING FOR TEACHERS.

9235. (*Mrs. Sidgwick.*) As regards the training of teachers, do you think that the student-teacher system is a successful one?—It has succeeded in one or two cases. It has succeeded best at Cheltenham.

9236. It is one of the plans adopted in Germany, is it not?—Yes. I think it is eminently well worth trying, and it is quite possible that it may develop into something much better, but at present it does not fulfil all the conditions which, as will be seen in my special memorandum, appears to me to be needed for the professional preparation of the teacher.

9237. Then you would be disposed, in making any scheme for the training of secondary teachers, to allow that among other alternatives?—Certainly. We have not yet got to any idea of what "training" is, so perfect that we should insist upon it everywhere. I think we are at present in an experimental stage, and every such effort as that made by Miss Beale at Cheltenham deserves the fullest encouragement. I have been examining for the Cambridge Syndicate this week, and I have good reason to know that some of the young people from Cheltenham have come up and passed the examination in the theory and practice of teaching exceedingly well.

9238. As between two systems like that of the Cambridge Training College and the Maria Grey, do you think there is any distinct advantage in a practising school belonging to the training college, as against a variety of schools?—I want both. We have always been accustomed, in connexion with the elementary training colleges first, of all to require, if possible, that they should have a practising school of their own, where they could control the methods and appoint the teachers, and where they should have full power to try any experiments they desire; but in addition to that we have always attached great importance to their visiting other schools partly for observation and partly for practice, in order that they might get as great a variety of experience as possible. Miss Hughes at the Cambridge Training College goes entirely on the second principle. The Maria Grey tries to do both: it has its own schools and it has an organised arrangement for the practice of students in the other good schools of the neighbourhood. We have both systems at work in nearly all our best training colleges for training elementary teachers.

9239. You think that a plan like that of Miss Hughes at the Cambridge Training College answers?—It answers very well. In the new Normal departments in connexion with the colleges at Birmingham, Manchester, and elsewhere, not one of them has a practising school of its own. They are all dependent entirely upon the goodwill of the local school boards and voluntary managers, and the students practise in them, so that it is not at all indispensable that every training college should have a practising school of its own, although it is desirable if it is intended to make the organisation perfect.

9240. (*Chairman.*) Do you think that the system of pupil teachers, as it exists now in the elementary schools, is incompatible with the system of giving instruction in the science and art of teaching in the universities, by reason of the fact that the pupil teacher has already formed habits of teaching before he would come to receive the theoretical instruction?—The pupil teacher who is trained in the elementary school with a view to his obtaining a certificate from the department is not a likely person to go to the university. The university will probably only take those who are attracted to the profession later in life and who have never been at a primary school, and for whom, therefore, I think, a special provision should be made. I think the number of those who, having been pupil teachers, would afterwards go to the universities for their pedagogic training is very small indeed.

9241. You would not contemplate that, with a view of producing a sufficiently large supply of qualified and trained elementary teachers, it

would be desirable that the university should try to make provision for the training even of those who had begun as pupil teachers?—I do not think they can.

9242. You think the economic difficulty would prevent it?—Yes, and then for the average pupil teacher I have no doubt that the ordinary training college, either the residential or the day college, is better than universities. We cannot look forward to a time, considering what the emoluments of elementary teachers are, when we shall have the mass of our elementary teachers trained at the university.

9243. But you know that the emoluments of elementary teachers have been rising very rapidly?—Yes.

9244. And you know that the universities are much cheaper places of residence than they used to be?—Yes.

9245. And you know also that in many cases these pupil teachers would be amongst the most apt and promising of the pupils at the elementary schools, and would have been selected to be pupil teachers because they gave promise of excelling in that direction. Would it not be a pity to abandon the hope that provision might be made for those?—The number that we require to turn out every year is so large that you must distribute the duty among different agencies and institutions. The proportion that the university could take would be very small compared with what is absolutely needed. And then there are the existing training colleges, which in their own way are doing their work very well, and they lend themselves very much to the class of students who are not likely to go to the university or to make a right use of it.

9246. Do you consider those training colleges at present satisfactory places for giving instruction in science and art teaching?—Well, I must speak guardedly, because I have been criticising them nearly all my life. Year by year in my reports I have pointed out what appeared to me to be the defects in the system; but the training colleges are improving every year, and they are doing admirable work for the rank and file of primary teachers, and I do not think we can dispense with them for a long time to come.

9247. Instead of aggregating those who are designed for one profession, do you not think it would be very much better for their intellectual progress if they were allowed to mix with young men of other occupations and other conditions in the society of a university. By "a university" I do not merely mean Oxford and Cambridge, but I mean to include the colleges of Manchester, Liverpool, and Leeds?—A good deal depends upon the candidates. There are a good many of them who would be all the better for that freer life, and that larger and more liberal education than they can get at a residential college.

9248. Of course I was rather thinking of young men. The case of young women would deserve to be separately considered?—I think the existing training colleges with all their discipline and the special adaptation of curriculum to their own needs are still very valuable for what I have called the rank and file. The other training colleges and any new facilities which are offered by the universities appear to me to be adapted rather for the abler and more ambitious students, but I still should like to keep the existing residential training colleges, especially for women students. I am very conscious of the excellent work that is being done now by the normal departments of our new provincial colleges, but all of them put together do not produce enough annually to fill up the waste. Therefore it seems to me that for the present at least we must keep up all the agencies we have. Time alone will show which turns out best. We have not any experience yet which will justify us in saying that the day college training is necessarily better than that of the residential training colleges. I believe in many respects it may turn out to be better, but it has its drawbacks, and time alone can determine whether it is the best conceivable system of training for the teacher.

9249. Do you see any considerable objection to the pupil-teacher system in itself as tending to interfere with the general education of the person who intends to become a teacher, and tending to set him to do the work of teaching before he is quite fit, and thereby disposing him to get into bad habits of teaching?—That danger is being diminished year by year. I am very conscious of it. He may begin to teach too soon and get into bad habits, and so be rather hindered than helped in becoming a skilled teacher. But now all the best school boards, and, indeed, the best voluntary authorities, are adapting their four years' apprenticeship in a much more successful and judicious way. They are giving the pupil teachers more of instruction, and requiring of them less of educational work in the earlier years, and are only setting them to help in teaching, except to a very small extent, in the later years of their apprenticeship. From that point of view I do not think there is any chance of their getting into a bad groove.

9250. (*Mr. Yoxall.*) Do you see any objection to making St. John's College, St. Mark's College, Borough Road and Stockwell, colleges of the Gresham University, insisting upon their teachers having professorial rank or employing peripatetic professors of the university, or the students attending lectures at the headquarters of the university, and throwing those colleges open, so far as may be, to students who intend to become engaged in secondary schools?—That is a possible future development; but there is no Gresham University yet, and the conditions under which the University of London may be re-organised are not yet determined. I have long thought that, considering how very nearly the teaching in the best of our training colleges approximates to the teaching in a good college of a university, it would be a great thing to bring those colleges, if possible, into relations with a university.

9251. (*Mr. Cockburn.*) It has been said that the girl pupil-teachers who pass such scholarships are not fit to go into a day training college and form part of the classes, male and female, in those colleges, that is, going through the ordinary college course. From having examined these girls all your life, as you say, what have you to say about that?—I say that the problem is being solved by degrees. At Cardiff, at Nottingham, and at Newcastle I have found the female students doing very well, attending the classes at the university, and taking a share in all the normal teaching, and qualifying themselves very well to obtain our certificates.

9252. I am a member of the governing body of our day training college at Leeds. The statement by the professorial staff there is this: "We cannot start a day training college for girls here, because if we "do we shall have to start separate and distinct classes suitable to "their educational condition and capacity, and they are not fit to amal- "gamate with our classes." Is that a proper statement to make with regard to these girls?—That depends entirely upon the staff. That difficulty has been much more satisfactorily solved at Nottingham and at Birmingham. As you will find, the professors there have adapted themselves very well to the requirements of these young people, even of those who are simply going to take our certificate, they have provided the necessary education, and, at the same time, they have provided an ample opportunity for those who are ambitious and mean to go on to the university. But the whole thing is in an experimental stage.

(*Chairman.*) We are very much indebted to you for the valuable evidence you have given us.

The witness withdrew.

Adjourned to Tuesday next, at 11 o'clock.

TWENTY-THIRD DAY.

At Westminster Hall, Tuesday, July 17th, 1894.

PRESENT:

THE RIGHT HON. JAMES BRYCE, M.P., IN the CHAIR.

The Right Hon. Sir J. T. HIBBERT, K.C.B., M.P.
The Hon. and Rev. EDWARD LYTTELTON, M.A.
Sir HENRY E. ROSCOE, D.C.L., M.P.
The Very Rev. The DEAN OF MANCHESTER, D.D.
Mr. RICHARD C. JEBB, M.P.
Mr. RICHARD WORMELL, D.Sc.
Mr. HENRY HOBHOUSE, M.A., M.P.
Mr. H. LLEWELLYN SMITH, M.A.
Mr. GEORGE J. COCKBURN.
Mr. CHARLES FENWICK, M.P.
Mr. J. H. YOXALL.
The Lady FREDERICK CAVENDISH.
Mrs. BRYANT, D.Sc.
Mrs. HENRY SIDGWICK.

The Hon. WILLIAM N. BRUCE, *Secretary.*

W. BROWN, Esq., B.A., and Miss S. ALLEN OLNEY called in and examined.

9253. (*Mr. Hobhouse.*) Miss Olney and Mr. Brown, I think you both appear to represent the Private Schools Association?—(*Mr. Brown.*) Yes.

9254. Perhaps you will tell us what position you hold with regard to this association?—I am simply a member of the association, but am President elect for the coming year.

9255. (*To Miss Olney.*) Are you a member of the governing body of the association?—Yes.

CONSTITUTION OF THE PRIVATE SCHOOLS ASSOCIATION.

9256. (*To Mr. Brown.*) Perhaps you would inform us shortly what the constitution of this association is?—The Private Schools Association was formed for the purpose of gathering together private school teachers to influence them in educational matters.

9257. When was it formed?—I am not sure of the date, but it is a considerable number of years ago, 1883 I think. They meet in conference to discuss educational questions and, of course, since this great question has come up they have met much more frequently. They have permanent committees to deal with various educational questions that arise. They discuss them in all their bearings, and bring them before the general body of their members annually, and even half-yearly when it is necessary.

9258. How many schools are represented on the association?—We shall send in to the Commission a list counting 584 principals of schools that are members of the association.

9259. Would you tell us generally what kind of schools they are?—We have appended to our list which we are handing in to you a description of these schools, classing them as boarding, day, and mixed, the word "mixed," of course, referring to boarding and day and not to the ordinary

acceptation of the term. We have classified the schools in this way: over 100; between 100 and 50; and under 50. We give separate classifications for girls and boys, and draw out the results for the Commission. The results run as follows: in the girls' schools there is an average of 48·6 pupils per school. There is an average of 1 teacher, utterly excluding all visiting teachers, to 9·2 pupils. In the boys' school, an average of 58·6 pupils, and one permanent teacher to 13·7 pupils. We have taken the trouble to ascertain the amount of capital that is expended with regard to these different schools, and with regard to the girls' schools the average is 1,831*l.* per school; for boys 3,603*l.*, and the average for both 2,817*l.*

9260. Does your list include any large number of preparatory schools?—It includes a large number of preparatory schools.

9261. What proportion?—I have not gone through the figures; but when I say that we are very largely represented at Clifton, and that we have a local branch there which numbers over 70 members, I think it will be clear that the proportion is a good one.

9262. Are all the schools represented in your association what are called "private venture" schools?—We prefer the term "private enterprise" schools. No proprietary schools are included. They are all private schools. The reason why we are anxious for the figures to be brought out before the Commission is because the proportion of teachers in private schools to pupils amounts 1 in 11. Out of the schools from which particulars have been received, that is, 345 schools, there are 1,400 visiting teachers and, exclusive of these, 1,637 permanent teachers, or 1 teacher to each 11 pupils.

9263. Then what proportion do you think the schools represented by your association bear to the whole of the private schools in England?—That is an extremely difficult question to answer, because it seems to me that the question of the numbers of the schools is based upon data which appear to me to be partly given up. We based our data, to begin with, upon Mr. Richmond's figures taking 24·56 per thousand. We take an estimate of the population up to 1894, and, according to the evidence given before the Select Committee of the House of Commons on Registration in 1891, in the appendix it was shown that four-fifths of these were in private schools. Taking these figures we found that there were at least 700,000 in the schools, including the children who attended the Kindergarten and schools preparatory for the others, but it is only an estimate.

9264. My question did not refer to the number of children for whom accommodation was provided but to the number of existing private schools. Have you any figures to show that?—We have no figures beyond this. We have 18,604 in our 345 schools from which we have received returns.

9265. But you cannot give the Commission any figures of the total number of private schools in England?—There are no existing documents which show it. We can only estimate it. Whitaker, but I know not on what ground, gives 18,000 schools, nearly 19,000. I wrote to Whitaker for his grounds, but I am sorry to say I did not get any reply. Messrs. Longmans had a list originally of 16,000, which they cut down for trade purposes to 12,000. Messrs. Allman tell me that they have a list of 11,000.

CLAIMS OF PRIVATE SCHOOLS TO CONSIDERATION.

9266. What have you to say as to the special claims of the schools that you represent?—We say that the private schools did the work when the State ignored it; we say that they have ever been foremost in reform, not only in the past but even now. We point not only to the registration and the training of teachers and local examinations, but in more recent years we point to Kindergarten and Slojd as evidence that they are the foremost in reform. We consider that, on the face of it, there is evidence that they have enormously improved since 1868, and a glance at the local examinations and the enormous number of private school children that are sent in for those proves this. And, from their particular constitution, they are the readiest to adapt themselves to modern requirements, for they have the facility and the freedom to do it. We simply claim that our

work shall be recognised and our freedom maintained, and that parental freedom of choice shall not be limited as to what efficient schools parents may select for their children to go to.

9267. You consider that the existence of a large number of private schools ensures to the parents a large choice and a large variety in the kind of education?—Quite so.

9268. Would you state what your apprehensions are with regard to State control of Secondary Education?—Our apprehensions may almost be summed up in the words that we wish to maintain our freedom so that this great variety of schools may not be brought down to any uniform level. My colleague, Miss Olney, will speak particularly on the question of variety of types. Then with regard to the advantages, those we take to be these, first their freedom; we think that is admirably summed up in Dr. Rigg's words, "they represent the free life of England;" then their flexibility and consequent readiness to adapt themselves to modern requirements by their external force, and their elasticity and consequent readiness to advance in educational methods and to initiate reforms by their internal force.

9269. What do you mean by "external force"?—Where changes of circumstances, and of time, are evident in any district the public opinion of that district would indicate to the private school teachers in the district certain changes which would be required in their curricula. To give you instances, there has been a demand in London for several years past that much more attention should be paid to modern foreign languages for the sake of those of our boys who are going to commercial pursuits. The private school teachers have the best possible means of knowing that this is required from their intimate connexion with the parents. I know of cases myself. For instance I might take my own case where we have considerably modified our curriculum for the express purpose of teaching more thoroughly, orally as well as written, French, German, and Spanish.

9270. Do you think that the private schoolmaster has a more intimate connexion with the parents of his boys than the master of a public endowed school?—Undoubtedly, and that for the simple reason that the master of a public school prefers that he shall not be too much interfered with or influenced by the parents. I think that is a position that is largely taken up by public schoolmasters and, indeed, they have told me so.

9271. Would not private schools have the same preference?—No, I think not. The lines are distinct and different. My case is that a private schoolmaster who thoroughly understands his work, and who is thoroughly wedded to his curriculum so far as he considers it a good one, is quite as capable of maintaining his ground as a public schoolmaster, but he gets to know more than a public schoolmaster what is in the mind of the parents, and what they demand.

9272. Do you not think it is sometimes an advantage for a schoolmaster to say, "I cannot modify my curriculum in the way that one individual "parent wishes, because I am bound by the governing body and the "scheme under which I am acting." Is not that an advantage to a private schoolmaster who thinks that his curriculum is the best educationally?—My experience is that he does, but he refuses to alter his curriculum where he is not himself personally convinced that it is necessary, and where it is necessary, I think he alters it for the benefit of the school. He is a weak schoolmaster who alters it for the sake of a parent. I never do it for an individual boy.

9273. Do you think there is a large number of the private schools who have rather a weak position with regard to parents?—My colleague and myself have visited a very large number all over the country, and we may unhesitatingly state that we have not found it so. Then the next advantage is that the success of a private school mainly depends upon its suitability for the district in which it is placed, and, therefore, that question must always be considered by people who are founding one. Further they are bound to secure progress with the idle and the dull, and that is

the reason why the staff in a private school is very much larger in proportion than it is in a public school. Then we are perfectly free, without any interference from governing bodies, to adopt what expedients we like, and we cultivate this personal relation with the parents, not because it is a question of necessity of position, but because we wish to influence and mould the characters of the children who come under us to the greatest possible extent.

VARIOUS TYPES OF PRIVATE SCHOOLS.

9274. (*To Miss Olney.*) Will you tell us your views with regard to the great variety of private schools?—I set to work a little time ago to acquaint myself with as large a number of schools as possible, in order to ascertain accurately what was the state of private schools in the country, and I visited, either alone or with Mr. Brown, 29 towns; we saw altogether 69 schools, and among those schools I found various types. I may divide them into (*a*), (*b*), (*c*), and (*d*). I take the types of schools as (*a*) those preparing their pupils for work in after-life in various branches; (*b*) those preparing their pupils for universities and other examinations, with a view to some profession; (*c*) those for girls entirely with a curriculum more suited to a life of leisure where the instruction was principally in literature, modern languages, music in all its branches, and art; (*d*) a great number of preparatory schools for the great public schools. Then, again, these schools I find all sub-divided into either boarding or day schools purely, or mixed schools. By "mixed" I mean partly day pupils and partly boarders.

9275. Can you give us the numbers under the four heads (*a*), (*b*), (*c*), (*d*)?—I did not work out how many I found under (*a*), (*b*), (*c*), (*d*), but I saw several. My time was limited, and I did what I could in the time. Taking type (*a*), the kind of schools suited to the less well-to-do and lower middle class, I visited several; they were all well organised, full of life and spirit, and preparing their pupils, say, for clerkships in the Civil Service, designing and metal work, drawing, and typewriting. In others, I found prominence given to training Kindergarten teachers for the Fröbel examinations, and preparing pupils for becoming teachers of gymnastics, physical exercises, and drill of various kinds.

9276. The schools you are now speaking of could, I suppose, only keep pupils till about the age of 16?—Except in the latter case, where they were preparing them for Kindergarten teachers, and making them ready to go up for the Fröbel examination. But, in other cases, I think we may limit the age to under 16.

9277. Then, under the second head, come schools that are preparing pupils for the university examinations?—Yes, the university and other examinations with a view to some profession. This class of school preponderated. In every district I visited I found fine houses furnished with every modern appliance, the pupils being prepared for the universities. In one case I found that they were in the habit of preparing for the degree examinations at the University of London. The second type of school certainly preponderated.

9278. Could you tell us in what part of England the 69 schools were? I could tell you the parts of the country I visited as much as my time allowed me: Bournemouth, Plymouth, Reading, Derby, Eastbourne, Hastings, Leamington, Malvern, Stamford Hill, Stroud Green, Tollington, Tottenham, Enfield, Putney, Streatham, Hampstead, Croydon, Leytonstone, Ealing, Trowbridge, Birchington, Westgate, Margate, Wellington, Devizes, Maidenhead, Clifton, Bath, and Boston Spa.

9279. They were nearly all in the South of England?—Yes, nearly all of them.

9280. I may take it that the private schools are much more numerous in the South of England than in the North?—I fancy they are, but I have not found it so from personal knowledge. I have not been able to ascertain that.

9281. And they are most numerous at seaside places or inland watering places like Bath?—That, I take it, must be the case. I have found that

amongst girls' schools the subjects taught were generally by qualified teachers, and very few submitted to external examinations. I found the education was cultured and suited to the requirements of the parents, and with regard to the buildings, I found the houses were very fine ones and an immense amount of capital must have been spent. In some instances I ascertained the amount of capital that had been spent, but in others I did not; it had been ascertained by our secretary previously. Then, if you will allow me to state the causes of the variety which I found, it depended on the neighbourhood whether it was a rich or a poor one. The demands of the parents, their social position, and their means were all causes of the variety in the schools. For instance, in some neighbourhoods schools which take in all classes requiring Secondary Education and whose curriculum prepared them for telegraph or post office clerks, &c., would not suit families in easy circumstances whose children would be aiming at the universities, and later, professions.

9282. What classes, do you consider, were served by these schools? Would they be the upper and all the middle classes?—Yes, the upper and all the middle classes.

9283. What were the lowest fees?—Do you mean as day pupils or boarders?

9284. For tuition. Will you give me first, tuition, and then boarding, charges?—The lowest fees that I found were four guineas a term for tuition.

9285. That would be three terms in the year?—Three terms in the year.

9286. Were those the lowest?—In one or two instances they were three guineas.

9287. What was the highest tuition fee charged?—I think the highest was 30 guineas. (*Mr. Brown.*) I know the figures exactly. The lowest fee that we have found from returns which have been sent in to us is 4*l.* 10*s.* a year, and the highest fee is 30 guineas for tuition. So that they vary from the lower middle class right up to the highest school.

9288. And the boarding charges?—The boarding charges vary from 30 guineas. I have met with none under 30 guineas, but in that case it included the fee, and that was a country school. They go from that figure up to 100 guineas, and we have one or two cases of 120 guineas.

9289. (*Mr. Llewellyn Smith.*) Those charges that you mention refer to the schools that send you returns?—That is so.

9290. Not to the 69?—The 69 include all those types, from the 4*l.* 10*s.* upwards.

9291. Would the figures as regards fees apply to them too?—Yes. They would not apply to all that Miss Olney has seen. I do not think she has seen schools as low as 4*l.* 10*s.* I have seen schools as low as that figure.

9292. Would the figures apply to all the schools, the varieties of which you have given us?—Yes.

9293. (*Mr. Hobhouse.*) I take it that the schools Miss Olney and you have seen are considered to be fair specimens of private schools generally?—Yes.

9294. And in the private schools that you represent generally the lowest charge for boarding and tuition would be 30 guineas, and the highest 120 guineas?—Yes.

TESTS OF EFFICIENCY.

9295. (*To Miss Olney.*) What do you say as regards the tests of efficiency that were applied to these schools you visited. I think you said that only a few of them were examined by any external body?—Are you speaking of the latter kind of schools that I mentioned for girls only.

9296. No, I am asking you about these schools generally?—Taking them generally, all the schools, excepting a few girls' boarding schools, submit to some examination; they either send their students up for the

local examinations, Oxford or Cambridge, or the College of Preceptors, or they are examined by an outside examiner.

9297. That would be the whole school?—Yes; the whole school, at least once a year.

9298. With regard to the schools under head (*a*), what I may call the middle class schools—were they usually examined by an outside examiner?—Very nearly always.

9299. By university men?—Yes; by university men.

9300. And they also sent up individual pupils for the local examinations?—Individual pupils went up for the local examinations.

9301. And to the examinations of the College of Preceptors?—Yes.

9302. But with regard to the girls' schools the practice was more varied. There were not so many of those schools examined by outside examiners?—No; of course there are several not examined by outside examiners.

9303. But not a large proportion?—Not a large proportion by an outside examiner; it was a small proportion. That is, of course, taking the number of schools that I saw personally.

9304. What other steps were taken to test their efficiency?—You mean by the principals of the schools.

9305. Yes. Had they examinations of their own?—They had terminal examinations, conducted by the teachers on the staff, to ascertain the results of the term's work.

9306. Then with regard to class (*d*), the preparatory schools, I suppose they only kept their pupils up to the age of about 14?—That would be the general age to which they kept them.

9307. Were they a large proportion of the schools in this list?—Not a large proportion.

9308. Can you give us the exact number?—I do not think I can give you the exact number; I could hand it in accurately later.

9309. (*To Mr. Brown.*) Have you anything to say on the efficiency of these private schools?—With regard to the private schools that I visited, myself or conjointly, I found in every case that the principals of the schools sent in their pupils to some outside examination of some kind or other, either Cambridge or Oxford locals, or the examinations of the College of Preceptors—even some of them to the entrance examination of the London University, and in some cases, to the examination of the joint board. Some of them, in addition to that, prefer to have an examiner sent down either by the universities or the College of Preceptors. We came across cases where principals themselves engage a man of university standing to conduct the examination; but most of them relied upon the work which their top forms showed in public examinations outside to prove their efficiency. That is very general with private schools.

9310. They relied on the results of the local examinations and the College of Preceptors?—Yes; as proving that they were giving efficient instruction.

9311. In some cases very few of their scholars went in for those examinations, I suppose?—We found in the College of Preceptors that there came out an average of between eight and nine boys per school, and about six girls per school, the average total for boys being only about 50 or 51, and the average total for girls being only about 41. That is so far a large proportion—eight to nine out of 50 for boys, and six to seven out of 41 for girls. That deduction was got from 1,903 schools, and as that deduction was made we have not gone into the figures ourselves, because we had not the same number to deduce a general principle from.

9312. Are those the pupils who were entered for the examinations or the proportions that passed?—Those would be the pupils who entered for the examination, undoubtedly.

9313. And what proportion passed?—About 73 per cent. on the whole is the proportion of the College of Preceptors, as far as my memory serves me for the moment.

9314. That is taking all classes of schools?—Yes, that is taking all classes of schools, undoubtedly.

9315. You cannot separate the private schools, can you?—No, but the proportion of private schools that sent in, for instance, for the College of Preceptors' examination is enormously larger than the proportion of the endowed schools, because of their numbers, though the number of children sent in from the endowed schools is increasing with some rapidity.

9316. (*Sir Henry Roscoe.*) The average number of the scholars in the endowed schools is larger, of course, than in the private schools?—The average number, undoubtedly. The average number is quite twice as high.

9317. The fair thing to take would be the total number of pupils entering, on the one hand, from the endowed schools, and, on the other hand, the private schools, rather than the number of the schools themselves?—Quite so. I am not in a position to give you that.

REGISTRATION OF TEACHERS.

9318. (*Mr. Hobhouse.*) Now what have you to say with regard to the question of the registration of teachers? You regard that as the first step that ought to be taken in the organisation of Secondary Education?—We regard it as absolutely necessary, and private school teachers are almost perfectly unanimous in wishing it. The reasons are as follows: the first reason is to get a supply of qualified teachers. The second reason is to aid parents in the choice of schools; the third, to keep out the incompetent for the future; the fourth, to stimulate those who are imperfectly qualified to become qualified. Private school teachers have taken the greatest interest, and the leading interest, in this question from its very inception. Then there is another reason why we wish to see registration carried, though it is a minor one, and that is that we consider that it provides a fairly reasonable educational council that might take over the whole organisation of Secondary Education. The only point that we should wish to urge on that council, as shadowed forth in either of the two Registration Bills, is that we consider four out of 20 in one, and four out of 30 in another is not a sufficient representation of the registered teachers that are to be.

9319. Would you contemplate putting elementary teachers and secondary teachers on the same register?—Certainly not, and for these reasons: the elementary teacher, we claim, should have the right to go on the register *ipso facto* the moment he enters a secondary school. But there are grave objections to putting the elementary teacher on the same register as the secondary teacher, and I will name them. First of all, he is already registered; secondly, we maintain that the Select Committee of the House of Commons, in their first recommendation, recommended the registration of teachers in secondary schools; and thirdly, their numbers would swamp the secondary schools in the election of their representatives.

9320. That objection might be met, might it not, by keeping them in a separate class on the register and assigning them a certain number of representatives?—That would meet the objection, but, I think, the elementary teachers are perfectly right in refusing to be sectionalized, and that is the difficulty. They object, and I think quite rightly, to being put in a separate classification on the register as though they were a separate kind of teachers and as though they were not competent to stand with the others. I think that is a fatal objection. Then there is a still stronger one, and that is this: justice would demand the equal right of secondary teachers to pass from the secondary schools to the elementary schools, and I personally know large numbers who would be most delighted, and who are thoroughly well-qualified teachers, if they could get the chance of passing from the secondary schools to the elementary schools and competing for the best places there.

9321. (*Mr. Lyttelton.*) From what sort of secondary schools?—It would not be, of course, from the preparatory schools—the highest—but it would be on account of the much larger salary that can be obtained as the headmaster of a flourishing board school than can be obtained even as the headmaster of a private school.

9322. (*Mr. Hobhouse.*) You are speaking now of the second grade or middle-class schools?—Yes. The consequence of this would be that the Education Department must give up its present position; it must allow its certificates to go in either case, and it would be no longer able to control elementary teachers as it does now. I would welcome it gladly, because I would like to see payment by results completely destroyed.

9323. But still the views of your association are that elementary teachers, as such, should not be admitted to the register?—Not till they come into secondary schools, but that no obstacle should be raised to their doing that.

9324. Which of the secondary teachers, should you think, ought to be placed on the register?—We divide them with regard to present admission and future admission. With regard to present admission we say, first, *bonâ fide* teachers should be placed, but certainly with a time limit, upon that register, following the precedents of the various Acts that have preceded this one. Secondly, we say that many of these teachers are the very best we have in the land. I have in my mind at the present moment three or four teachers, who have been teaching for 25 or 30 years, whose schools are models of excellence, and yet they have no so-called qualification. I could mention some of our best names (if I might mention names); there are, for instance, ladies at the head of the profession who have not a distinct qualification at all. A register without their names would be absolutely brought into discredit, and there would be no tendency on the part of others to wish to get on a register which excluded these well-known names in education.

9325. But, on the other hand, I suppose you would admit that there are a certain number of existing teachers whose qualifications are not sufficient to place them on the register?—I take it from our experience that the number is much less than is supposed. But I would prefer making the register perfect at first and purge it by degrees, rather than make it imperfect from the beginning and let a generation or two pass before you can get it perfect.

9326. You would prefer to put on the existing teachers?—I see no help for it to begin with.

9327. But after a certain number of years you would only put on those with definite qualifications?—I have an open mind as to two or five years. After that I would say nobody without qualifications ought to be on the register. As to that all teachers are agreed.

9328. Would you take any steps to enforce the registration of teachers?—Undoubtedly; on the ground that you will never get a perfect register unless you begin with it being compulsory. Supposing it were not compulsory, that is of course in accordance with the recommendations of the Select Committee, then the Private School Association consider that indirect evidence of ability should be received, so that those who do not possess the full qualification, but who are *bonâ fide* teachers, might prove themselves capable of going on to the register without having to submit to the full qualifications as required. Might I indicate some such. Supposing principals or assistants have been teaching for many years in a school, and they are willing to let an inspector come in their school and see how they work, what its success is, and what their organisation and methods are, surely that ought to be considered in their case sufficient evidence that they have gained by experience that which they did not gain by any so-called qualifications. We are, therefore, anxious to see that indirect evidence should be allowed if it is not to be compulsory.

9329. And you would allow teachers to be placed on the register, even if they had no certificates or degrees, if they would submit their schools

to the inspection of the inspector appointed by a public authority, and he reported that their school was efficiently taught?—Yes, quite so; provided that it is inspection and not examination. We draw a great distinction between inspection and examination. The inspector may come in, hear their work, see them teach, see the results of their teaching, and note their organisation and methods, and everything connected with the building.

9330. Are you speaking of the inspection of a central authority or the local authority?—The inspection of a central authority undoubtedly, not local. Then with regard to the future admission, there must be proficiency in teaching.

9331. (*To Miss Olney.*) Have you anything to add on this head?—Mr. Brown's views are those which we all hold. I should even go further, later when the register is well established, and say that no teacher should open a secondary school unless he or she were on the register. I think that is a very important matter. I think that all teachers would feel that they would make no way at all if they were not on the register; but I think that it ought to be compulsory, somewhat as it is in France or Germany. There they have not a register such as we propose, but no one can open a school unless they have a certificate giving them leave to do so, and showing that they have passed certain teachers' examinations, men that of *Rektor* and women that of *Vorsteherin*.

9332. You would not advocate that requirement at present?—Not at present; it is a thing that would come later, but I think it is an extremely important matter if education is to be thoroughly organised.

TRAINING OF TEACHERS.

9333. (*To Mr. Brown.*) Then passing on to the training of teachers, would you state what the views of your association are with regard to that question?—The central point of our evidence is freedom. We say that the provision must not be made on any hard and fast line, but in various ways. May I indicate a few. Take the universities. The Scotch universities have practically solved this question, and the Scotch student who is going to be a teacher is required to devote a session consisting of five months to the very purpose of acquiring that knowledge in the theory and practice of teaching and the skill in actual teaching which makes his certificate a perfect one. The Victoria University is doing something in this direction in connexion with those day training colleges that are being established. We take it that Oxford and Cambridge can and should follow suit, and there are two methods by which our older universities might proceed. The student who is taking his Honours degree in science, in mathematics, or in classics could surely be allowed to take, if he is to be a teacher, one of his science subjects as pedagogy, and the other as his science subjects pure and simple. The same might be said of each of the other branches, and in this way the student would get the history and theory of education. The difficulty arises when we come to deal with the practice. There are two methods open to the universities. I think the proper method is that they should organise, as the Scotch universities have done, the means for their students giving one year out of their three, or a portion of it, to obtaining in the schools to be established for that purpose that practice in teaching which would be required. If they do not, we are forced to the second method of doing it, and that is, the university student having got his diploma in the theory, must then take the practice as a probationer. But many of our secondary teachers will not be able to take a university training, and therefore in their cases day training colleges will be necessary; but I take it that with the London University and the Victoria University, it would be well even for them to organise their systems, so that their students may be taking their degree at the same time that they are learning their profession. Then, with regard to other educational bodies outside the universities, the College of Preceptors is prepared to spend large sums on making provision for such training, and it has got a first rate scheme ready to come into operation in January next. It will offer training to university men, to begin with, especially Honours men, and will provide scholarships

for them, so that they may take the six months' or the twelve months' training if necessary.

9334. Are you now expressing the special views of your association upon the method?—Yes. These are entirely the views of our association. Then the next method is this, which, I admit, is a *dernier ressort*. Very large schools might do something in the way of training, but if all these bodies did their share, I believe there would be a sufficient supply of secondary teachers for the whole of the country.

9335. You think that the State ought to aid the provision of training colleges for secondary teachers?—I think the State might ultimately be called upon to give some aid, but I do not think it would ever be a large amount. That is my conviction.

9336. Do you think the class of teachers that you represent would be willing to pay the cost of their own training?—That is my contention. Then we take it that different methods are required for these three different lines, men of university rank, university students, and those who are not going to the universities. The three important points which we think should be kept in view in all this question of training are:—Let the universities solve it for their own graduates; and let the day training colleges aim at graduation at a university on the attainments side; but do not let any hard and fast method be adopted, because our candidates will be candidates of different intellectual attainments. The question then arises as to how far use could be made of the present colleges for elementary teachers, and here our association thinks that there are serious fundamental differences in the training of teachers for elementary and for secondary schools. The training of all teachers must primarily proceed on the same lines, but there are these differences with regard to elementary and secondary teachers. Firstly, students in training colleges for elementary teachers are mainly occupied, certainly five-sixths of their time, in acquiring general knowledge. Secondly, their students have had some professional training, for they have served an apprenticeship as pupil teachers. Thirdly, their chief attention must necessarily be given to the methods of teaching those subjects which are included in the curriculum of the elementary schools. In the case of secondary teachers there will be higher attainments, but there will be no experience in teaching, and their attention must be directed to many subjects which it would not be an economical use of time for the elementary teacher to direct his attention to. It is summed up in this: the secondary teacher's work in a training college will be mainly professional attainments, and the elementary teacher's work is mainly the attainment of knowledge.

9337. And therefore you think there should be different institutions for training secondary and elementary teachers?—Under the present conditions. If the conditions were altered, I would personally welcome all teachers trained alike; but under the present conditions of elementary education it is impossible.

9338. (*To Miss Olney.*) Have you anything to add on this question of training of teachers?—I think Mr. Brown has expressed the views of the association very fully.

CENTRAL AUTHORITY.

9339. (*To Mr. Brown.*) Now we will pass on to the views of the Private Schools Association on the organisation of Secondary Education?—The first is with regard to the central authority. We say it is necessary for three reasons. We say that if there is to be organisation, there must be a central authority; first, to secure organisation on right lines; secondly, to secure the competence of teachers in this organisation; and thirdly, to give the nation confidence in the proper administration of Secondary Education.

9340. How would you constitute that central authority?—First, we lay down the great principle that it must be mainly educational. We object to the Education Department on the ground of its rigid uniformity and its Code. We object to the Charity Commissioners because they have irresponsible powers; and we object to the South Kensington Science

and Art Department because, as at present constituted, great injustice is done by it to private schools. We say that, of course, there must be representation of the State, and also of the universities and of the other educational bodies, but there should be a considerable number elected by the registered teachers.

9341. In fact you want a council of education on the lines of the Registration Bills?—Yes.

9342. With a larger representation of teachers?—Yes.

9343. And would you put a Minister of Education at the head of the body?—If the Minister is to use this council merely as a consultative body, decidedly not; if he is to be the president of the body, and is to take the advice of the body and act upon it, yes.

9344. Do you consider that a Minister could be bound by the decision of a council if he were responsible to Parliament?—The way in which he would be responsible to Parliament is so extremely small that I do not see that the question should arise—that, because there may be some small grant for primary education, he should thereby claim to be supreme over this council. It is the ill results to primary education that have followed in the wake of the Education Department that make us so earnest upon this point, that a similar plan shall not be followed with regard to Secondary Education.

9345. I thought you said that your association objected to the Charity Commissioners because they were not responsible to Parliament?—Yes, but on a totally different point. The Charity Commissioners have enormous powers given to them by the State, and those powers they are not even responsible to the State for carrying out properly. We are not going to give enormous powers of this kind in the allocation of money to the education council. There would be no large amount of money for them to allocate in any way.

9346. What would be their functions?—First, to take charge of registration as the commencement of Secondary Education; second, to control and guide the local authority; thirdly, to revise and ratify their schemes; and, fourthly, to be a court of appeal for teachers in educational matters affecting them. Then they ought to supply, when called upon, educational experts to decide efficiency, and generally to encourage Secondary Education by diffusing information about it.

9347. Your central authority would have no power to make grants to aid education, would it?—There would be no funds from which grants could be made. All that it can do must be to recommend. There is one point that I ought to add to that; it is quite true that the question will arise as to the payment of members and the necessary expenses. If I may throw out the suggestion, the amount would be comparatively small, and a re-distribution of the beer and whisky money and its re-arrangement might very properly find the requisite funds for that.

9348. Then your view with regard to the function of this central authority would be that it should act as a controlling power over the local authority; should have the last word in the formation of schemes, and should be a court of appeal for any teachers who might wish to appeal against the decision of the local authority in respect to the efficiency of their school?—Quite so.

LOCAL AUTHORITY: ITS CONSTITUTION AND FUNCTIONS.

9349. Then passing to the functions of the local educational authority. What local authority does your association wish to see established?—We say its constitution might be something like this, laying down the principle that it must be mainly educational; first, as they will have the dispensing of public money, say let one third of the local authority be elected by county councils or school boards, or both; secondly, one-third by the universities, local educational bodies, and governing bodies of schools; and thirdly, one-third by all the registered teachers of the district.

9350. It would be the last section of the local authority to which you would look to represent the views of your own association?—Quite so.

9351. And what functions would you give the local authority?—Its functions, we take it, are these; first, to inquire; secondly, to propose schemes; thirdly, to carry out schemes when ratified by the central authority.

9352. Are you speaking now of schemes for new schools?—Whatever schemes there may be for the organisation of Secondary Education involving large expenditure of public money.

9353. (*Dean of Manchester.*) The reform of existing schools?—Whatever schemes they bring forward I think should be ratified by the central authority first. Then fourthly, it should be their function to administer local funds, but not to test efficiency.

9354. (*Mr. Hobhouse.*) Would you give them rating powers?—No. Certainly not. We maintain that Secondary Education can be organised without a rate at all.

9355. But what local fund would they then administer?—The local fund which would be handed over to them by the Charity Commissioners. We should consider that all educational funds should be handed over to them to utilise, and to carry out schemes with.

9356. Would that be with regard to all endowments of the locality?—That is what we anticipate.

OBJECTIONS TO RATE FOR SECONDARY EDUCATION.

9357. (*Chairman.*) Do I understand your objection to the imposition of rates to be grounded on a belief that rates are not necessary because there is money enough, or upon a belief that public opinion would not sanction the imposition of rates, or upon an idea that it would be unfair to the private schools?—All three. Might I point out the dangers likely to result from rate-aided schools, and the difficulties that would meet us. There would be the difficulty and the fear that it might lead to free education all round. May I show how? I do not think that the poorer parent would submit to see a larger amount per child allocated to his wealthier friend than his own child receives. He would claim, and I think with some justice, that he had a right to share to the same extent as his wealthier friend; and it would ultimately result in his claiming the use of these schools for his own children as well.

9358. (*Mr. Hobhouse.*) On that point it has been represented to us that it might be fair that the same amount per child as is now spent on elementary education should be allocated to Secondary Education?—Then you help the wrong people; you give help at the top end, and the unfortunate person below you do not assist. Let me put a complete concrete case; supposing you start your school and find that the actual cost of the fee is 10 guineas; the amount allocated by the rates and the Government grant amounts to 2*l.* 8*s.* in board schools and 1*l.* 18*s.* in voluntary schools—say two guineas; if you give relief of two guineas to the parent, a man who can afford to pay the 12 guineas for his boy gets two guineas, although he does not require any relief; the man who can afford to pay ten guineas gets two guineas, and the poor unfortunate man who cannot afford to pay eight guineas gets no relief at all.

9359. (*Sir Henry Roscoe.*) How do you put the value of instruction at 10*l.*? What does it mean.? We know what the cost of education is in a board school, but in a private school, which is carried on for the advantage of the principal, what limit can you set to his emolument?—The limit to the personal emolument, do you mean?

9360. Yes?—The limit to that emolument is set in this way. First of all I ought to say that we propose that all private schools who wish to be recognised as efficient shall submit to inspection. Then the emolument would be fixed like this: the parents of a district paying, say, 12 guineas or 15 guineas for their children would not be satisfied with a second-rate education for them, and for the principal to pocket large sums of money.

9361. But your estimate was 10 guineas per head?—I did not estimate. I simply say, "take a case." I have given no estimate, and I hope I shall not be misunderstood as having done so.

9362. Unless you fix the emolument, not only for the principal, but also for the other teachers, I want to know how you can take such an amount as 10 guineas as representing the cost of education?—I am not taking it, I am only saying suppose we are applying the remission of two guineas a year for any school existing—I do not care whether you go higher or lower—it makes no difference to my point—you help the wrong person.

9363. (*Chairman.*) Why do you say you relieve the person who pays 12 guineas to the extent of two guineas, but do not relieve the person who pays six guineas to the extent of two guineas also?—Because there would be those who could afford to pay the fee of two guineas below what you are giving for it, but who could not afford to pay it with the two guineas on, whereas above that the man who is able to pay two guineas more gets it for two guineas less, and you unfairly handicap the poorer man.

9364. Surely there is a constant graduation downwards of the ability of persons to pay?—Certainly.

9365. And whatever point you strike in the descending scale of ability to pay, the relief is *pro tanto* available for that person?—Until you get to the limiting line that you fix as the minimum fee that they must pay; and my contention is that those below that limiting line get absolutely no relief, and those above it do. It is a fatal objection in my opinion. What I mean is this: take three cases—one man is able to pay 12 guineas for his children's education; another man is able to pay 10 guineas; and another man eight; you are going to relieve the 12-guinea man, and the 10-guinea man, and charge eight guineas to each; but the man who could only afford to pay eight guineas still pays that, and gets no relief. While the man who could afford six guineas is entirely shut out.

9366. That is on a different basis. What I understood the question to be was, whether you should not take the average amount which is paid by the State for free education, and if you were to apply that right through to all grades of education, would you not give relief to each person who paid it upon the scale of the supply of free education in the elementary schools?—My answer would be better put if I say that you are making the relief a kind of poll-tax, and those who are lowest down the scale and just below the border-line would get no relief at all.

9367. I agree that if it was in the nature of a poll-tax, it is a poll-tax which is more beneficial to the poorer than to the richer, because the poorer contribute less to the taxation of the country; but I do not see how you can argue that it is not a benefit *pro tanto* to everybody. I cannot see where there is any point where the relief of two guineas ceases to be a benefit. The sum which the State contributes to make elementary education free may be assumed roughly at two guineas. If you take two guineas as your standard, and you are to pay two guineas for every pupil in every school up to the highest, you would be giving an equivalent relief to everybody out of the public treasury. I understood you to say that would be unjust?—I was only saying that there would be this difficulty or danger in whatever way it was put. Of course the general answer I should give to this would be that you would be endowing the public schools and causing them to enter into unfair competition with private schools if you do that.

9368. (*Mr. Hobhouse.*) Then you object to Secondary Education being paid for out of the rates?—Yes; we take the ground that Secondary Education would ultimately be starved, if put under the control of the ratepayer, and secondly we say that efficiency would be sacrificed as municipal burdens grow heavier. It would undoubtedly burden those who prefer to pay for their children's education. Next we consider that when the question of deficiency comes, it can be shown that there is quite sufficient

means for providing for what deficiency still exists (if any) without having recourse to the rates.

9369. What would be the resources of the local authority to supply new schools where they were wanted, otherwise than by the reform of existing endowments?—We do not admit that new schools will be wanted.

9370. Not in any part of the country?—Except in scattered rural districts.

9371. Would you admit that in districts of that sort there might be need for the establishment of new schools?—We question whether the establishment of new schools will meet the difficulty in such a case.

9372. What do you suggest in such a case?—I am not authorised by the association to suggest anything on that head.

9373. Continuing my question with regard to the resources of the local authority, do you contemplate that the present local taxation fund should be placed at their disposal?—Only that portion of it which is not to be allocated to technical instruction proper. We draw a great distinction between technical education and preparatory work for it in secondary schools, and we think that a great deal of confusion has arisen through a mistake between these two.

9374. What proportion of the fund do you consider should be allocated to technical education proper?—That I could not say. The association has entered into no definite statement with regard to what proportion should be given.

9375. What I wanted to get at was this. Do you consider that any public money whatever should be given to the support of secondary schools?—The whisky and beer money and the endowments would undoubtedly be shared in by the local authorities.

9376. I was asking you about the whisky and beer duties. Do you consider that they should be handed over to the local education authority?—Not the whole.

9377. Then what proportion?—That I cannot say. Then, further, we consider that there should be no unfair competition with efficient private schools, either by giving the education under cost price or by giving buildings; and further, that the giving of scholarships and grants in aid to competing public schools and refusing them to competing efficient private schools is unjust.

9378. Let us take the question of aid, apart from scholarships. Your association would object to any school receiving aid out of public money towards building or apparatus, or capitation grants, on the ground that it would enable that school to compete unfairly, as you would consider, with private schools?—With efficient private schools. That is our view.

9379. With regard to scholarships; you do not object to these provided they are made tenable in efficient private schools as well?—Quite so. In Ireland the Intermediate Education Board give their grants by merit entirely, quite irrespective of the school from which the children come.

9380. (*Chairman.*) Is it within your knowledge that that plan was adopted in Ireland merely because of the denominational conditions which prevail in Ireland?—That may be so; but, there, public money is given without any proviso.

9381. But it does not prove that the public money is well given, or upon sound principles?—I am not prepared to enter into that. I am only quoting it as an instance.

9382. Are you prepared to say that the intermediate education scheme in Ireland works well?—From what I know of it.

PRIVATE SCHOOLS AND THE SCIENCE AND ART DEPARTMENT.

9383. Do you know whether very strong objections have been taken to its working?—I believe they have. But I might give as another instance of injustice, that one boy in a family cannot obtain anything from South

Kensington, while his brother may, simply because the brother is attending a public school, and he is attending a private school. A case like that, I consider, is a gross case of injustice to private schools.

9384. (*Mr. Hobhouse.*) Do not any of the private schools you represent receive grants from South Kensington?—No grants, nor can they be examined unless under conditions which are irksome.

9385. (*Sir Henry Roscoe.*) Those conditions being—what?—Those conditions being that a committee must be formed; that admission must be given to any outside candidates for the examinations; that if there are no receipts, subscriptions must be got in for the express purpose of enabling this committee to do its work.

9386. Is there not a limit as to the financial position of the parent?—Certainly. That applies in any case.

9387. If, in a private school, the income of the parent is below a certain point, may not the boy receive the grant?—No; certainly not. May I read a letter from South Kensington which was written to Mr. Bayley, of Wellington? "As it appears that the Wellington College "is a private school, and that grants earned from the Department would "be used to augment the salaries of the teachers of that school, I am to "express regret that the Department is unable to include it in the list of "those to which payments on the results of the examinations can be "made." That is dated 30th May 1894. My own case is just the same. It is clearly and definitely laid down that we cannot take part.

9388. (*Mr. Llewellyn Smith.*) You do not mean to say that a boy cannot go into the examination?—He can go into the examination, and he can get a certificate, but he must sit elsewhere and be put to great trouble.

9389. He can get the test and the honour?—He can get no prizes and no result fees. May I point out that we are put to great inconvenience. Even in London my boys have to travel to a suburb in London, two miles and a half away, to get a seat. It is not the result fees merely that we care for, but the obstacles that are put in the way of our sending our boys to it as an examination.

9390. (*Chairman.*) Then you do not think that the fact of there not being an external authority to see how the grant is applied makes any difference?—It is not so much the grant that we are fighting for as the privilege of having our schools recognised as schools which we can use for our own pupils without being compelled to take outsiders. I might say that in this particular case, which I have brought before the Commission, much trouble arose because this master of the boys' school, when he got his subscriptions to found the local committee, was compelled to admit girls into the same examination room with the boys, and was ultimately forced to give up the whole thing on that account.

9391. (*Mr. Hobhouse.*) Could you suggest any plan of meeting the objection raised by South Kensington, that grants would go to increase the profits of private schools?—Certainly. I think the proper thing to do would be to insist upon the whole of the grants for this purpose being entirely devoted as capitation fees to the teachers in the schools, and the principals of the schools would be only too delighted to accept such a solution as that.

9392. That would save the principals indirectly, would it not?—It might do that. That is quite true. But still the more the grants, the more the teachers would receive. I admit the difficulty. I was only pointing out that that is one proposal. But it is not the grants that we are fighting for so much; it is the privilege to have our children examined at our own schools.

9393. You would be satisfied with being allowed to have your schools examined as such for the examinations without having any grants; is that so?—Personally, I should. How far I can pledge the association I do not know.

9394. (*To Miss Olney.*) Will you state your views with regard to that?—I have very little knowledge of these grants. It has not come within my sphere, but I know that the association generally hold Mr. Brown's views. I have spoken to several gentlemen on the subject.

9395. (*Chairman.*) Does the association hold the view which Mr. Brown has given us as his own personal view, namely, that it is not a question of money, but entirely a question of getting proper examination facilities for the pupils. That is the important point?—I think it is more the facilities which they aim at.

9396. Do you think they would be willing to have the facilities accorded without the money at all?—I think they would be very glad of the facilities, but it seems rather hard that the two should not go together.

9397. (*Mr. Llewellyn Smith to Mr. Brown.*) Might I ask whether what you have called the irksome conditions which prevented Wellington College having the examinations, do not apply equally to public schools, or whether they are special disabilities attaching to private schools, and, if so, in what way? I mean the condition with regard to outsiders?—That, undoubtedly, attaches to them all. This was a particular instance where it worked extremely badly, and there was no remedy.

9398. You were giving it rather as a general criticism of the working of the Department than as a special grievance of private schools?—Yes. My own case shows that I have great difficulty in sending young boys, at a late hour of the evening, two miles and a half to get an examination. I have omitted this passage from the letter: "It must not be conducted for private profit."

INSPECTION OF PRIVATE SCHOOLS.

9399. (*Mr. Hobhouse.*) How would you propose that you should distinguish the efficient private school from the non-efficient?—We say that the State has the right to secure these things for every child—proper sanitary buildings and duly qualified principal and staff. And if the private schools claim to stand alone and continue their work, the State has no further right to interfere; but if the private schools claim recognition and claim to be counted in in the estimating of deficiency, we admit that we cannot stop there, but that we must grant some further means of inspection. I distinguish, and we distinguish, very clearly between inspection and examination. We confine the term "examination" to that formal examination which gives up a school entirely to the examiner. We say that we will have none of that, but many of us will admit an inspector to come into our schools to visit them, to hear their teaching, to see their work, to note their organisation and methods; but he comes, not for the purpose of comparison, but only to test efficiency; and we consider that an inspector coming in in that way to a school learns far more about a school, and gets a better idea of it than by any formal examination.

9400. Would the schools represented by your association be generally willing to submit to inspection?—Either such inspection, or they would offer to the authorities satisfactory evidence of their efficiency based on the sending in of the whole of their top forms for recognised public examinations, on the general success of their pupils in any public way, or on the examination of the schools by any recognised body chosen by themselves.

9401. (*Mr. Cockburn.*) Do you mean a visit without notice, or a visit that the inspector intimates beforehand?—I do not think there is any question about that. I do not think they would mind that in the slightest degree.

9402. (*Mr. Hobhouse.*) With regard to the sanitary state of the school, I suppose you would be willing to have your premises inspected by the local sanitary authority?—We prefer that all the inspection should be carried out not by any officer appointed by the local authority, but that they shall have the right to call upon the central authority to supply them with the necessary experts of all kinds whether for inspection or for anything else. On the sanitary question I have no doubt there is much to be said on the other side, but we are anxious that we should not fall into the hands of the local authority in any way.

9403. Would one of the tests of the efficiency of a school be whether it was provided with proper apparatus?—Undoubtedly it must be properly equipped, that is, providing the inspection was one from the central board.

9404. And not in any way under the control of the local authority?—Not in any way liable to any of the feelings of the district. That is our great point. We think the inspector should be absolutely independent and free with regard to the local authority.

9405. (*Chairman.*) By local authority do you mean the existing local authority as distinguished from the proposed educational authority?—No; I am speaking of the local educational authority. We are perfectly willing to submit to such inspection, and all schools that claim to be recognised we admit, must submit to it.

9406. (*Mr. Hobhouse to Miss Olney.*) Would you agree with that?—Yes, I would agree with that.

DEFICIENCY OF PROVISION OF SECONDARY EDUCATION: DOES IT EXIST?

9407. (*To Mr. Brown.*) Then, passing on to the question of deficiency, I understand you only admit that there is deficiency in the supply of education in certain rural districts?—That is our idea at present.

9408. You think that in none of the large towns is there any deficiency in the supply of education?—No deficiency that need exist when a proper Registration Bill has given a proper status to all registered schools.

9409. How is a proper Registration Bill going to set up new schools?—It will stop people from attempting to carry on private schools that are inefficient.

9410. It may close certain schools, but what would it do to supply their places?—If there were not the uncertainty that there is at the present moment in the minds of people, who are now in private schools, and those who wish to enter the profession, there would be numbers who would begin, and who do not begin now because they fear fundamental changes.

9411. Then your view is that if the law were once settled there would be plenty of people willing to supply the schools that were needed out of their own funds?—We feel that there would be, undoubtedly. The fundamental principle that we place in the forefront in all this question of deficiency is that it is not to be supplied under cost price.

9412. How would you deal with the endowed schools that are now supplying education under cost price?—The endowed schools we must accept as a fact, but private schools do not go and found schools in a district which is already adequately supplied with efficient endowed schools who supply education under cost price. They would keep out of those districts.

9413. You would admit that there are some districts in which the local authorities would be very willing to set up new schools with an endowment?—That we should consider as unfair competition undoubtedly.

9414. You object to any new endowed secondary schools?—We should object to any new endowed schools being founded by a public authority. Of course, if anyone leaves an endowment we must take our risk; we cannot stand against that. Teachers in that district must put up with the consequences.

9415. Supposing there was a right of appeal to a central council from any person who might be injured by the establishment of a new school by a public authority, do you not think that would be an efficient protection?—If you mean to imply that this right of appeal has underneath it compensation, certainly.

9416. (*Dean of Manchester.*) Compensation by whom?—That is the question. That is just where the difficulty arises.

9417. (*Mr. Hobhouse.*) You think there should be no interference whatever through public funds with the secondary school supply of the country?—If the deficiency exists it must be supplied undoubtedly, but our opinion is that no such deficiency exists.

9418. (*Chairman.*) Then all this argument which you have been submitting to us is based upon the view that no deficiency exists at present?—No, I put at the beginning, "If this deficiency exists," then we hold these views with regard to organisation.

9419. But I understand that what you have been saying rests upon the view that, as a matter of fact the deficiency does not exist?—I had rather put it that it has not been proved to exist. With our means of information I do not think it would become us to say that it does not exist, but we had rather take the view that it has not yet been proved to exist.

9420. And the contention which you have submitted is based upon that hypothesis?—The formation of the organisation is based upon the hypothesis that if you found that deficiency did exist this should be the method of procedure.

9421. (*Sir Henry Roscoe.*) You are not able to lay before us evidence to show whether or not such deficiency does exist?—We are not.

CORRELATION OF SCHOOLS.

9422. (*Mr. Hobhouse.*) What have you to say with regard to the correlation of schools?—With regard to the correlation, we take it that it is impossible to be perfectly carried out, or even fairly well carried out under present conditions. You must either cram unduly the scholars you receive from the elementary schools, or you must do injustice to their fellows who are placed in the same form.

9423. You are speaking now of taking boys from the elementary schools into secondary schools by means of scholarships?—Yes, I am only speaking to that one particular point now. We take it that the difficulties of correlation are these; first, the *en bloc* methods that are followed in the elementary schools. As an elementary school teacher of seven years standing, and a trained teacher, too, I would be the first to welcome a complete reform in elementary education. Next we say that the late age at which scholars come to the secondary schools causes them to be unduly pressed. Further, there is the great difference in attainments, or rather in the character of attainments, and the difficulty in placing them. There is a most admirable scheme which has been described by diagram by Mr. MacCarthy, of Birmingham, which illustrates the difference between a scholar of 9, or 12, or 13, in an elementary school and a scholar in an efficient secondary school. Nor would the elementary teacher be willing to part with his clever children at an earlier age. We consider that scholarships should not be given to the average boy and girl. At the present moment, we think and believe that there are more scholarships than there are suitable candidates forthcoming, and that only a clever boy or girl should be the one who should get the scholarship, and not the average boy or girl. We think, moreover, that the poorest children who need them most do not get them, and we have direct evidence from teachers of these schools that take these scholarships, who distinctly state that their scholars are the children of parents in a superior class of life, that is, the children of superior tradesmen and the head teachers of the various schools, and that the poorer children do not come in under them at all. We even know of cases where the children from elementary schools have been coached for these scholarships, and private fees paid for their tuition; and even the National Union of Teachers has turned its attention to this, and is very desirous of putting a stop to this method.

9424. Perhaps you would speak of the views of your own association on these matters. We have representatives from other bodies who speak to their views?—Our association noted this point.

9425. I understand that you are willing that these scholarships should continue so long as they are made tenable at private schools?—No, that is not our only condition. We make further conditions. What we say first is that there should not be the injustice done to the efficient private schools of excluding them from holding these scholarships, and secondly, that when the scholarships are given they should be given at an earlier age, so that the child might derive the best benefit from the scholarship. We have gone into the matter of how the difficulty might be solved, and the association have taken up this, and are prepared to offer the following suggestions.

They think that the first step necessary to solve the difficulty of correlation is to re-model elementary education, and give the elementary teacher perfect freedom of classification. As a manager of a group of schools for many years, under the school board, I can point to clever boys and girls who were kept the whole year round at the top of the class, doing work that they had learnt in the first three months, instead of being promoted as they were fit, owing to the want of freedom of classification in elementary schools. The second step is, that this would necessarily lead, and rightly lead, to the abolition of payment by results; that the children must leave the elementary school at an earlier age, and that there should be only scholarships given to children who really have the ability.

9426. What do you call an earlier age?—Ten at the latest; some advocate nine, but I should say 10 at the latest. With regard to scholarships, we suggest that a less number should be given, but that they should be more valuable, so that poorer children should be able to get hold of them.

9427. What value do you suggest?—We suggest that there should be a substantial maintenance value put on them. That is our point. It is being done to some extent now. Then further, where schools can receive them in sufficient numbers a special teacher should be supplied, and with children above the average the difficulty would disappear, but care must be taken not to unduly press those children.

9428. You think that with modifications such as you have described that system would be beneficial?—I can scarcely describe it as a modification. It is much too far reaching for that.

DISTINCTION BETWEEN TECHNICAL AND SECONDARY EDUCATION.

9429. Have you any remarks to make with regard to the distinction to be drawn between technical education and general Secondary Education?—Yes, I draw this distinction. I think that the secondary school teachers should be called upon to give the foundation undoubtedly of the teaching for technical education, but I utterly deny that it is technical education. I might illustrate my point by taking the case of modern foreign languages which have now been included, to the intense surprise of all right-thinking teachers, I think, as subjects of technical education. It has come under my notice that some schools in their anxiety to provide the technical education have gone so far as to teach in their schools French, and German, and Spanish correspondence, with this ridiculous result of confounding the two kinds of education. The child is told to write a letter to Germany, in connexion with the iron trade or the wool trade; he has to learn the technical words connected with that trade, though his intention in life is never to go into it at all. We think the schools ought to give a thorough grounding in French, German, mathematics, science, and drawing (and my own personal opinion is very strong that every child should learn drawing), and that having done that, the application of those subjects to technical education should come after Secondary Education is finished, and that should be denominated technical education and not the other.

9430. And you think that that instruction should be given in a separate institution?—In a separate institution undoubtedly. That is our view.

9431. (*To Miss Olney.*) Have you anything to add on that subject?—I think Mr. Brown and I have gone fully into the question together and we are fairly agreed upon it.

EDUCATIONAL EXPERIENCE OF WITNESSES.

9432. (*Chairman to Mr. Brown.*) What has your educational experience been?—I was a pupil teacher in an elementary school for five years. I proceeded from that school to a training college at Cheltenham. I was trained at Cheltenham and entered on my second year's course. I did not finish it because my old school was at liberty and the managers offered it to me, so that I am an elementary teacher with a first year's certificate. After teaching in elementary schools for between six and seven years I had a post offered to me in Dublin, by the Irish Church Mission Society, to train the teachers for their schools. I held that post between six and seven years and had an average of 20 young women in my young women's Training College, and probably an average of 25 to 30 in the young men's.

I was also inspector of schools for all their various schools, and I went round and examined them and saw the teachers teaching in them. I left Dublin in 1879, came over to England, and bought my present school, not having any particular acquaintance with Secondary Education, so that my knowledge has had to be gained by the experience of 15 years. I have been since then principal of this school, which has grown from 80 boys in 1879 to 400 two years ago. I may add that I am a graduate of London University.

9433. Where is your school situated?—In Tollington Park, near Finsbury Park. We have organised it as a science school. We have our chemical laboratory; we have 16 boys, 10 taking the first year course, and six the second year course. We take the subjects of electricity and magnetism in the same way; we take natural history; we take high mathematics; we take French and German, and, for those who are willing, Spanish.

9434. At what age do the boys as an average leave your school?—A little over 16, and they come to me from seven to 16.

9435. (*Mr. Cockburn.*) What is the fee?—The average fee is 11*l.* 5*s.* 0*d.*

9436. (*Chairman to Miss Olney.*) Will you please tell us what your educational experience has been?—I studied abroad in Italy, France, and Germany, carrying on also my English education at the same time, when I returned to England passing various examinations connected with the Higher Local and the St. Andrew's. I then taught privately; I took coaching of various kinds. I then became an assistant mistress of the Girls' Public Day School Company, where I was for about a year, I think. Then I was appointed headmistress of one of their schools, in which I was for eight years. In 1886 I commenced a private school of my own with my sister, building our own school, and since then we have been carrying on this school of over 100 pupils. We prepare our pupils for the Cambridge Locals and send them up to the London Matriculation and for various other examinations. We prepare them for a great many examinations, though I must say that we have quite the wealthy class, and that they are much averse to allowing their daughters to work for examinations. Out of over a hundred we get a very fair number who do like going up for examinations, but still the feeling among the higher classes is not to allow their daughters to do so.

9437. Is your school situated in London?—Yes, in Hampstead.

9438. (*Mr. Fenwick.*) And what are the average fees in your school?—We take both day pupils and boarders. The average fee for the day school is 15 guineas.

9439. (*Chairman to Mr. Brown.*) Is there any other point especially bearing on the interests of private schools and the wishes of private schoolmasters that you would like to bring before us?—There are only one or two points with regard to scholarships, and the conditions under which they are tenable. We think that the principle should be laid down that the scholarship is given to the parent and not to the school, and that the parent's right of choice within proper limits should not be interfered with. We are willing to define what we consider just and proper limits; first, that the scholarship should be tenable at any school efficient for the purpose for which the scholarship is given.

9440. (*Dean of Manchester.*) Who is to be the judge of that?—We provide that the schools who wish to be recognised must submit to inspection. Next, that scholarships from public money of any kind that are not restricted to primary schools or to special schools—that is, all open scholarships—should be open to all, whether attending public or private schools. Then we say that schools accepting scholarships of this kind or anything else must accept the conditions laid down for them. But we wish to emphasise this proviso—that such provision should not be so framed as to exclude efficient private schools. We are fighting all through for efficient schools; we care nothing for the others. Then we consider that the present restrictions are unfair and injurious; they are unfair to parents, because they interfere with their right of choice, and they are unfair to

private schools. But we think further that they are injurious to Secondary Education, because the private schools being thus unfairly treated will not send in their students for them, and will, therefore, be a check upon the system. We think this was partially admitted and wisely admitted by those who drew up the Bill of 1893 withdrawing the penal clause which was in the 1892 Bill. They only made it permissive, but we claim it as a right. At the present moment we think there is great chaos in these scholarships owing to the unfortunate state of the law. The London County Council and the West Riding of Yorkshire, for instance, on the one hand, are directly opposed in principle to the Shropshire County Council and the Derbyshire County Council in allocating these scholarships, for in the two latter counties the scholarships are held at private schools; but we are told that the opinion of the Law Officers of the Crown is against that.

9441. (*Chairman.*) You said that you did not admit that new schools were wanted anywhere, except in rural districts. Do you not consider that there are a certain number of towns in which there exists now no adequate provision, either by endowed schools or by private schools, for efficient Secondary Education?—It may be proved that there is, but at present we have no reason to believe that there is. We think that is a question that we cannot say more upon than that we do not know that that is the case. We simply take the ground that it has not yet been proved. No doubt it will be ascertained when the Commission has finished its labours. We take the view that if it were proved, these lines should be followed.

9442. (*Lady Frederick Cavendish to Miss Olney.*) I think you mentioned at the beginning that it was but a small proportion of the girls' boarding schools that will not submit to some sort of outside examination?—As far as I went, I found that that was the case.

9443. Did you mean that it was but a small proportion of the boarding schools or a small proportion of all the schools?—I think you may take it, the boarding schools.

9444. (*To Mr. Brown.*) You were speaking of the teachers of 30 or 40 years' standing with no qualifications who are doing the very best work. Have you ascertained whether such teachers are in favour of future insistance on these new qualifications?—I have generally found that they prefer to say nothing on the subject, because of their own case; but they do feel strongly that their experience of upwards of 30 years should tell, and that they should not be excluded from the register.

9445. But I wanted to know whether they would be, as a body, in favour of these qualifications being insisted upon?—I have not especially ascertained whether that is insisted upon.

9446. (*To Miss Olney.*) Can you tell me whether these very successful teachers who have not had the qualification would be in favour in the future of such qualification being insisted upon before people could get on the register?—They would only insist upon these qualifications for future teachers, not as regards affecting themselves, and people in their own condition. They would certainly advocate the register for all, but they presume that they themselves would go on to the register with the others.

9447. But apart from those, do you think they are of one opinion in a general way as to the needs and necessities of these qualifications in the future?—Yes; I think they were all unanimous on that point.

9448. (*To Mr. Brown.*) Do you think there is any fear of native-born teachers and organisers hereafter being excluded?—No; not at all.

9449. I think you said it was a great security for private schools keeping up their efficiency that parents who pay the high fees are likely to demand it?—Quite so.

9450. Do you think that, generally speaking, parents paying high fees are to be trusted to look for education as an equivalent. Is it not sometimes for other than educational reasons that they pay these high fees?—I think they are the best judges of that, at any rate.

9451. You have spoken of it as a great security?—Speaking generally, I say it must be; but I will not go further than that.

9452. (*Mrs. Sidgwick.*) In saying that you are doubtful whether new secondary schools are wanted, or in estimating what the demand for new secondary schools will be, you assume that parents are able to pay for all the Secondary Education that is required?—Undoubtedly they are.

9453. So that it is merely a question of demand and supply at cost price, or rather at remunerative fees?—Quite so.

9454. In sparsely populated districts you are not so sure of that. There you think something else may be needed?—Quite so; I think there may be difficulties there which would have to be met.

9455. (*Mrs. Bryant.*) I do not think I have quite a clear conception of what the local educational authority is as defined by you?—The functions are to inquire, to propose schemes, to carry out schemes when ratified by the central authority, and to adminster local funds, but not to test efficiency.

9456. You told us that in your opinion there was not any deficiency of schools, and therefore in your conception you do not anticipate that there should be any establishment of new schools?—We have taken the ground that it is not proved that there is a deficiency. My point all through has been that if the deficiency is proved, our wish is that these considerations shall have weight.

9457. If the deficiency is adjudged to be proved by those who have to deal with the matter, then it would devolve upon the local educational authority to make schemes for new schools, and so on?—Yes.

9458. And in any case the local educational authority would have, as technical education boards have at present, certain local funds to administer and distribute to the schools?—Yes.

9459. The local educational authority have of course to be assured of the efficiency of the schools, and their general satisfactory condition. Is it your idea that the local educational authority should not itself send an inspector to the school, but should accept the report of inspectors sent by the central authority?—By the central authority, or by the recognised bodies for doing it—the universities and the College of Preceptors—and that their report settles efficiency.

9460. The reports of these inspectors, whoever appoints them, would of course be sent to the local educational authority?—The local educational authority would apply for them. The point is this: the private schools, as far as they are concerned, wish to be free to choose whatever means of testing efficiency they think best.

9461. (*Chairman.*) You mean the universities or the central authority?—The universities or educational bodies, or the central authority. For instance, an educational body that does an enormous amount of examination of schools at the present moment is the College of Preceptors. They examine a very large number of schools every year.

9462. (*Mrs. Bryant.*) Then you would require that the local educational authority should apply for these reports?—Yes. As far as the private schools are concerned, they would apply for them.

9463. I am now speaking of schools quite generally. The local educational authority in your conception of the matter would have to ask for the inspector's report?—Yes.

9464. (*Dean of Manchester.*) You did not tell us how the inspector was to be appointed?—The universities appoint for themselves, the central authority appoint their own inspectors, and the College of Preceptors must have their own.

9465. Either one would be good enough?—Yes, either one would be good enough.

9466. (*Mrs. Bryant.*) That is your idea of what a satisfactory test would be and how the local educational authority is to know about the schools? Yes.

9467. (*Chairman.*) Do I understand that this choice which you give the schools of being examined either by the College of Preceptors, or by the central authority, or by the universities, is open to public schools, that is to say, to endowed schools as well as to private schools?—The governors certainly of those schools should have the choice.

9468. (*Mrs. Bryant.*) It has come out in your evidence that the difficulty of giving any financial aid to private schools working for private profit is, that the headmaster may get the whole advantage either directly or indirectly. I am thinking more specially of the local educational authority. Do you think that the private schools, for the sake of meeting that objection, and with certain limitations, would be willing also to allow their accounts to be inspected, and would thus give the local educational authority, or the other authorities concerned, that test of their financial system?—Undoubtedly, if they accept grants. My point at Oxford was this: that if a scheme were proposed by which efficient private schools could participate in grants of that kind, those schools who took them would have to submit their accounts and would agree to the public bodies allocating the way in which the money was to be spent. I am speaking now only of those private schools who would be willing to accept the money.

9469. Then the private schools that would pass a complete set of tests would be those whose efficiency had been tested and who were reported as satisfactory with regard to sanitary conditions, and so on, and whose finances were also satisfactory?—We do not propose that the question of finance shall be gone into, except in the case where a school receives grants in aid.

9470. That is my point?—Undoubtedly they must if they do that.

9471. You told us that the position of the local educational authority, according to the views of your association, is that one-third should represent county councils and school boards; one-third the universities, local and educational bodies, or governing bodies of schools, and one-third teachers. As a local educational authority would have funds to distribute, has it not occurred to your association that it would be very difficult to constitute a body of that kind with public funds to distribute, and yet such a very small minority representing the public upon it?—The great point is that ours is based upon the idea that no rates will be needed.

9472. But still there is public money whether rates or not?—It is public money in the same way that we have public money distributed by other bodies.

9473. By what bodies?—The Charity Commissioners make out their schemes and distribute their money, and the public are not represented on them.

9474. But still they are public authorities?—But they are irresponsible to a large extent.

9475. You propose that the local educational authority should have a minority of popularly elected representatives on it, although it has to administer the Excise money and the 1*d.* rate?—I am supposing no rate, and have been all through.

9476. But we have already to deal with the fact that the county councils have these sources of revenue, and hence the difficulty, which, I think, you must admit?—I do not see the difficulty in same way that you do because this money is not directly raised in the district, and, I think, that is the main answer to the question.

9477. The 1*d.* rate is?—The 1*d.* rate may be. I admit that a larger representation would be required if there were an actual rate raised in the district, but in no other case.

9478. Has your association considered it from this point of view. According to your own idea of what the local educational authority should

do, it really has very small educational functions, whereas it has large functions in connexion with public funds, but you propose that it should consist of educational experts with a very slight representative element?—But if it has large educational moneys to distribute its educational functions will be large. But I still should not alter this one-third unless actual rates were raised.

9479. With regard to registration, your association is of opinion that registration should be made compulsory. I should like to know in what way you would make it compulsory?—One means will be the question of the recovery of fees; and the second will be that no one should be allowed to keep a school unless he is on the register.

9480. Those means seem to me to be quite different; which would you advocate?—Either or both.

9481. Is that the view of your association?—Certainly. That both those means should be used. The association is perfectly unanimous on the necessity of having registered teachers.

9482-3. Then, I presume, you are of opinion that this compulsory character of the registration is bound up with your other recommendation, that all actual teachers should be put upon the register?—Quite so.

9484. (*Chairman.*) I understand it to be your view that all existing teachers must be put upon the register?—Certainly.

9485. Do you think that will have the effect upon the minds of the parents and the public of giving a sort of State guarantee of the teachers who are on the register, whatever their qualifications may be?—Undoubtedly in a short space of time.

9486. But supposing a teacher placed on the register immediately, without any proof of qualifications: will not that have the effect of improving his position in the eye of the public?—Not for the moment; but it will ultimately.

9487. You do not think it will have the effect in the minds of a considerable number of the public of importing a State guarantee?—No; I do not. I consider the other evil a much greater one.

9488. What is that other evil?—That of not being able to complete your register for such a large number of years. In 25 years, if it is not compulsory, you will still have a large number of teachers outside.

9489. And you are quite willing that the teachers, both efficient and inefficient, shall all alike be admitted on the register?—Yes; that is the evidence I gave in 1891.

9490. (*Mr. Cockburn.*) I understand it to be the view of your association that this subsidy, or subvention, to an equivalent amount for Secondary Education pupils to that which is paid to elementary pupils is not necessary?—It is not necessary.

9491. You would have Secondary Education entirely self-supporting?—Yes; entirely self-supporting.

9492. And in the view of your association all existing schools, private and otherwise, are to be practically protected in their position, so long as they are efficient?—So long as they are efficient, decidedly.

9493. If the condition is to be that the teacher is upon the register, and all teachers are to be granted a position upon the register to begin with, I suppose every private school to begin with will have to be recognised as efficient?—No; I guarded myself against that very carefully, by saying that those who claim to be recognised must submit to inspection likewise.

9494. To annual inspection?—Yes, annual inspection, undoubtedly; I say inspection, not formal examination.

9495. (*Chairman.*) But the inspection may be by the College of Preceptors if the schoolmaster so desires?—Yes.

9496. (*Mr. Cockburn.*) When once regarded as efficient, their position is to be protected, and they are not to be competed against by any new school?—Quite so; if they are efficient annually.

9497. And their fees may vary therefore from 4*l.* 10*s.* up to 30 guineas?—Quite so.

9498. Supposing a demand were to arise in a district for a larger school provision at a low fee, or an intermediate fee, how is the public authority or the central authority going to solve that difficulty?—That difficulty would be solved by letting the school placed there to supply the deficiency pay its own costs.

9499. Then supposing in an endowed school there comes to be a demand for more accommodation and more school places, are you going to prevent them enlarging their school?—Certainly not, if there is a demand. The local authority inquired, and if on the inquiry there is found to be a deficiency they must naturally supply it.

9500. What do you mean by "deficiency." Are you going to recognise the demand for this endowed school accommodation?—Not endowed school accommodation. I carefully ruled that out as far as new endowed schools are concerned. If you have new endowed schools you are giving education under cost price.

9501. Supposing an existing endowed school has accommodation for 200 pupils and the applications rise to 300. There is 100 to provide for?—Yes.

9502. Are you going to prevent them providing that in the private school districts if it can be proved there is a want of accommodation for those children?—Certainly not.

9503. Then a new school might be set up?—Not a new school.

9504. An extension of the existing one?—Yes, an extension of the existing one, which is a different thing.

9505. Then, apart from the extension of an existing endowed school, all these private and proprietary schools would be protected, would they?—If they were efficient.

9506. Is that protection to exist, notwithstanding their religious tests or obligations or provisions?—The religious question never crops up in a private school. I have the most perfect authority for saying that on all hands, and for a simple reason: each parent has the choice of what teachers he will send his children to, and where a Churchman is particularly anxious to get Church teaching he sends his children to a private school conducted by a Churchman, and so with regard to the other side.

9507. You will admit that private schools are conducted under various names and various conditions religiously?—Yes.

9508. And the cure for that, you say, is to let the parent have a choice. If he does not not like school A. he can send to school B.?—Yes.

9509. But supposing you have more parents wanting to send to school A. than school A. can take and B. is a school with an enhanced fee, how would you get over that difficulty?—A. will enlarge its borders. If there is a demand it must be supplied. If I wish to extend my school I should expect that I should have a right to extend it without anybody saying anything.

9510. (*Mr. Yoxall.*) You have told us that there are many principals of private schools who would be glad to obtain the salaries that the head-masters of board schools are getting. Are you aware that of the head-masters in public elementary schools only 13 per cent. get so much as 200*l.* or above?—Yes.

9511. And that only 3 per cent. get 300*l.* and above?—Yes.

9512. And that 30 per cent. of them get under 100*l.*?—Yes.

9513. And that of the principal mistresses only 3 per cent. get 200*l.* and above, and 76 per cent. get less than 100*l.* a year?—Yes.

9514. Does it not seem to you that those salaries do not present much ground for envy on the part of the masters in private schools?—The only ones they envy are the 13 per cent. and the 3.

9515. You are aware that graduates, or those qualified by examination to become graduates, may now, by one year's service, become teachers in elementary schools?—Yes.

9516. That one year's service is not much of a hedge to get over?—No.

9517. Holders of certificates from university senior and local examinations and other similar examinations may become teachers certificated after two years' service?—Yes.

9518. So there is an avenue to the work of the public elementary school from the private schools?—Yes.

9519. You are aware that certificated teachers look forward to the breaking down of all fences?—Yes.

9520. And the removal of certificating powers from the hands of the Education Department to an education council?—Yes.

9521. And the aim of certificated teachers generally is to build up an inclusive and comprehensive profession?—Yes.

9522. You are aware that for that reason they have opposed again and again the establishment of any register of teachers which was not inclusive and comprehensive?—Yes.

9523. You said that if a comprehensive register were set up the number of the primary teachers would swamp the voting power of the secondary teachers. We have had it in evidence from the College of Preceptors, and we have had it in evidence from the Teacher's Guild, that there are supposed to be some 40,000 or 50,000 teachers in secondary schools in the country—that is, very much the same number as the primary teachers?—Yes.

9524. How then could the primary teachers swamp the voting power of the others?—How could there possibly be a guarantee that they would not be swamped.

9525. If the teachers of the two kinds are as nearly as possible equal in numbers the swamping argument hardly applies?—The elementary teachers are a much larger number than that, I think. I think there are over 70,000.

9526. No, less than 50,000 certificated teachers?—You must bear in mind that of the teachers that are employed in secondary schools, a very large number of them at any rate, would not come on the register because they would be only probationers under 21 years of age. There are not 50,000 teachers employed in secondary schools over 21 years of age. A large number are probationers.

9527. Are you quite sure about that?—Yes.

9528. What do you take the number to be?—I am quite unable to give an estimate.

9529. You referred to the introduction of the residential training colleges for the purpose of training secondary teachers. How far does your association think that the day training colleges would provide a field for the training of teachers generally?—That is one means by which, I think, it could be done.

9530. (*Mr. Fenwick.*) I understand that it is the opinion of your association that Secondary Education should be entirely self-supporting?—That is so.

9531. Having regard to that fact, have you thought out what would be the lowest fee for which an efficient Secondary Education could be given?—No, for the simple reason that in our travelling through the country we have found that the fees depend so much upon local circumstances.

9532. Have you any opinion of your own as to what it could be done for?—I would utterly decline to give any opinion as to the figure at which it could be done. So much depends upon local circumstances that I should not be justified in giving a figure.

9533. With regard to your Central Educational Authority, I think you told us in your examination-in-chief that if the functions of that authority were simply to be advisory, then you would have no objection to a Minister of Education being appointed over it?—I said the opposite, I think; if it is to be simply consultative, we wish for no Minister of Education at all; we should be worse off.

9534. Then do you think that with regard to the constitution of your local authority you have sufficiently provided in the answers you have given as to its constitution for a representation of the general public on the board?—Certainly; provided that there are no rates. I admit that the public must have a larger representation than one-third if application is to be made of the rates directly.

9535. You do not expect that there would be any application?—No.

9536. Then with regard to the question of the interests of private schools being protected, where those private schools are certified to be efficient schools, against the creation of additional secondary schools, do you say anything as to whether or not the public should be protected against the creation of other private schools?—Certainly; we provide for that in the first place by saying that no one shall be allowed to create a private school unless he is on the register, and secondly, that none of the children attending that school shall be reckoned with or regarded unless that school is efficient; so that even a new school must give proof that it is efficient before it can claim recognition. In that I think you will see that the public are safeguarded according to our proposals.

9537. (*Dr. Wormell.*) In your travels for the inspection of private schools where did you find the best schools?—Clifton, Wellington in Shropshire, Leamington, Margate, Bath.

9538. What are the causes which lead to the best schools being found at those places?—I should say that the people can afford to pay for them.

9539. We have had it in evidence before us that there are neither good private schools nor good elementary schools in the county of Norfolk, if we take out one or two large towns. Could you account for that?—I question whether I have a right to answer with regard to a county which I know nothing about, except that I suppose it is because it is purely agricultural. There is the rural district question again.

9540. You have met with some mixed schools. Is it the custom in private schools to take boys and girls together at an advanced age?—I may say that there are mixed schools I have met with, the teachers of which could give valuable evidence to the Commission as to the value of mixed schools. I have met with mixed schools with scholars from 8 to 18 taught side by side. I have met with a school of 90 where that system is followed with most admirable results as far as my personal inspection is concerned, and as far as their reports are concerned.

9541. (*Mr. Llewellyn Smith.*) Is that a London school?—No, it is one in the West of England.

9542. (*Dr. Wormell.*) Do you find a large proportion of the masters of private schools graduates of universities?—Yes, enormous numbers.

9543. I think you said some have been elementary teachers?—A fair number have been elementary teachers.

9544. Do I understand you to mean that many of these university graduates would be glad to get masterships of elementary schools if they were allowed?—If they could get in for the 13 per cent. or the 3 per cent., undoubtedly.

9545. Am I right in supposing that the opinion of your association with regard to that restrictive registration is this; that if all school boards,

school managers, and governors were allowed to appoint any registered teacher whom they might consider best for their purpose, you would not object to a universal register?—Much of the objection would undoubtedly be done away with. One difficulty would disappear.

9546. (*Mr. Lyttelton.*) I think you laid some stress on the power of private schools to lead the way in educational reform?—Yes.

9547. And also on the flexibility and elasticity in regard to the pressure of parents?—Yes.

9548. Is it not rather difficult to combine those two in many cases?—I know of no difficulty.

9549. I mean to say, that supposing a school is extremely keen to respond to any pressure from parents, is it always certain that it will take the lead in educational reform?—That always depends upon the principal of the school, and my experience is that principals are the ones to lead the parents in the right lines and not to allow the parents to lead them. Where a demand is made which is felt to be for the educational good it is set before the parents. Good private schools take that position and we are as determined in carrying out our curriculum as are the masters of public schools.

9550. In the course of your investigation did I understand that you came across no school with inadequate premises?—I came across no schools personally that had inadequate premises.

9551. (*To Miss. Olney.*) Did you?—No.

9552. Did you make any attempt to select the best or did you take them as they came?—I took them as they came. I made no attempt to make a selection.

9553. Did you try all existing schools in any one district?—No; my time did not allow me to do that. I propose doing that later.

9554. But did you not suppose that there were in existence several schools of a less satisfactory kind than those you saw?—I had nothing to lead me to suppose that such was the case.

9555. Were those schools which you inspected in any list that you could follow so as to find them?—I first of all took those schools that I found in our list and then others came forward hearing what my object was and begged me to visit their schools as well. That is how I was enabled to see so many schools. They came forward.

9556. You would say, would you not, that if there were any unsatisfactory private schools, they would probably not have invited your inspection?—I think that is rather a difficult question to answer. (*Mr. Brown.*) We had large meetings in the various places to which we went, and at these meetings we invited anyone to allow us to see their schools. The question of space was raised,—what should be the minimum space that should be required for adequate teaching of the number of children; and I was personally invited by several to see whether their space was sufficient. People thought there might be doubt as to whether it was in some cases. In consequence of this, I issued a memorandum to a number of schools that we had been to, and I got returns from them, with the result that on the space question we found for boys 27½ square feet per child, 285 cubic feet in the schoolroom, and 619 cubic feet in the dormitories. So that this question I went very carefully into. That was a return for over 50 schools. In the girls' schools it was 24½ square feet, and 225 cubic feet, and between 500 and 600 cubic feet in the domitories.

9557. You said there were a large number of visiting teachers?—Yes, a large number.

9558. Do you think that method is satisfactory?—Yes, where there is a proper staff or a full staff for the school to conduct the forms. What I mean by a full staff is a sufficient number of teachers to take the whole of the forms in a school at any one given time.

9559. But are not these visiting teachers rather for teaching special subjects?—Yes. (*Miss Olney.*) Caused more by the demands of the parents. They have nothing to do with the regular teaching staff. (*Mr. Brown.*) There were seven-eighths as many visiting teachers, but permanent teachers enough without them.

9560. (*Mr. Llewellyn Smith.*) Do I gather that you think that some scheme of organisation such as you sketched is a desirable thing, or only that it is the less of two evils?—It is desirable if there is this deficiency.

9561. Only "if"?—Only "if."

9562. Do you mean the organisation with regard to the improvement of the supply of teachers and the imposition of a public test of the efficiency of schools? Is that dependent upon the existence of a deficiency?—No; I would rather fortify my first answer. I think it would be desirable, because there is the registration as well as the efficiency to be looked into, and both would be benefited by having a proper organisation.

9563. I gather that your scheme of organisation looked in the first place to the improvement in the supply of teachers; the imposition of some test of efficiency upon the teacher and upon the school?—For public recognition.

9564. And all that would be independent of any question of deficiency?—Quite independent, if there is public recognition desired.

9565. With regard to what you said as to proof of deficiency, what kind of proof do you imagine can be given; the deficiency according to your idea being deficiency at cost price?—I think the only possible way of ultimately getting at the deficiency is for the local educational authority to inquire house-by-house into the conditions of the neighbourhood, so as to ascertain which children ought to be at secondary schools, and which ought not.

9566. What do you mean by "ought"?—The children of parents who could afford to pay what may in that district be considered to be the cost price fee of education.

9567. Would it not be a sufficient answer to say that if such parents existed in considerable numbers, the supply would follow the demand?—I think it would, speaking generally.

9568. Your argument is that the law of demand and supply ensures a sufficient supply?—I am only answering your question as to the best possible way of inquiring into the deficiency.

9569. (*Lady Frederick Cavendish.*) Would it be possible to inquire how many parents in the district ought to be able to afford cost price fees?—That is a difficulty, of course, and an extreme difficulty; but with regard to elementary children it has been done in time past, and I see no possible objection to doing something of that kind if deficiency is to be inquired into in the future.

9570. (*Mr. Llewellyn Smith.*) But are the questions on all fours? The question with regard to elementary education was to find what was the population of school age, but I understand your assumption here is that only those children of parents who can afford to pay self-supporting fees ought to be in secondary schools?—Except by scholarships.

9571. That is your position?—Yes, that is my position.

9572. And you think that is a satisfactory test?—I do not see what other test can be taken.

9573. You do not think there is any kind of test of ability to profit by Secondary Education, do you?—Certainly, but they must do it by scholarships. If they are not able to do it otherwise, there should be a scholarship provided or such children undoubtedly.

9574. I understood you to say that you thought the supply of scholarships was already overdone?—I think it is.

9575. Therefore there will be no deficiency on that head?—Undoubtedly not.

9576. In taking a larger and poorer district like East London, would you say there is no Secondary Education required there?—Certainly not.

9577. Do you think a private school could be efficiently carried on there?—I must qualify again. I should want to know the circumstances of each district, but if you mean by the word "poor," too poor to pay the cost price of Secondary Education, I should say certainly not. I could not give an answer to a concrete case unless I knew that case.

9578. I will omit East London, and say a large poor district inhabited entirely almost by artisans who could not pay the full fees. I will take it apart from the question of endowment, which you admit is a pure accident; of course there may or may not be endowment?—There may or may not be endowment, and there is no call for Secondary Education there except by scholarships for clever children.

9579. I do not think you have given us your reasons for asserting that Secondary Education should be self-supporting—I mean of course other than the question of the interests of private schools. On what ground would you base that?—We base it on the ground that if you do not make it self-supporting you must draw a line and a limit.

9580. I quite understand your remarks as regards the competitions between private schools and public schools, but my present question is apart from that. Is there any reason why this particular slice of education, as distinct from the higher, and as distinct from the elementary, should be self-supporting?—My answer was not merely as to the question of the unfairness to private schools. My point was that if you gave this under cost price you would ultimately do very great damage to Secondary Education itself. You must draw a line, and the moment you draw a line you are faced with the difficulty that you are favouring one man as against another. I am speaking now of the poorer people. The only possible way, I take it, that Secondary Education could be carried on is by scholarships for those who cannot afford to pay.

9581. Could you tell us any foreign country where Secondary Education is self-supporting?—I would take the case of America, for instance, at the present moment, where education has been based all round on one principle, and where there is being carried out at the present moment somewhat of a revolution, because it has been found impossible to base this on one line as to cost.

9582. You told us that there is evidence of great improvement in private schools within the last 20 years?—Yes, since 1869.

9583. Could you give us briefly the kind of evidence upon which that is based?—The evidence upon which that is based is this: the position which private schools now take in the public examinations is one proof, and a very important one. Many of the private schools are the best in the land, and are shown by these examinations to be doing excellent work.

9584. That proves, of course, that there are a considerable number of scholars in private schools who have considerable attainments, but does it show us anything of the merits of the mass of the schools?—Yes. In the largest schools the principle is not to send in selected pupils for the examinations, but more or less the whole of those who have attended during the year in the top forms, and I take it that the examination of an entire top form is a perfect proof that the education throughout the school is good if the results are good.

9585. That is with regard to those schools who submit to a public test—Yes.

9586. What is the second form of evidence?—Private schools have not been at a standstill as pioneers even since 1869. They were admitted to be the pioneers in many of the most important movements then, but even since then some of the most important movements of the present day have been introduced and carried to perfection by private schools; for instance, the Kindergarten and the Slojd. Out of 48 boys' schools who have sent me

returns, 22 in the last 10 years have created practical laboratories for teaching chemistry.

9587. The chief part of that evidence is based on the condition of those schools which are willing to afford evidence of their condition?—Yes.

9588. But it is not necessarily based on evidence of the mass of the schools, if they exist, which declined to submit themselves to the test?—But our proposals would bring them into line.

9589. You say you think that scholarships are overdone. What evidence have you of that?—For instance, from one of the examiners, I know he holds very strongly the theory that there are more scholarships than there are really capable boys for, and in my visits round the country I have found it frequently occurs that it has been necessary to give scholarships when the boys have not been properly up to the standard that was required.

9590. Do you think that is largely due to unsuitable conditions attached?—Yes. There will be an ample supply when the schools are on the right line.

9591. In the examination held in London the report was that over 500 were up to scholarship level?—I think the scholarship level ought to be higher. The examiners have set a standard that has been set according to those who first came in, and now that they are coming in in larger numbers, the standard undoubtedly ought to be raised.

9592. (*Mr. Jebb*) Among the advantages of private schools you observe that the masters of such schools have closer relations with the parents?—Yes.

9593. But, on the other hand, you pointed out that this did not result in any instability of curriculum; you said that it was possible to maintain stability?—Possible certainly, undoubtedly.

9594. In what should you consider that the advantage of this closer relationship with the parents consisted?—The advantage is the formation of character, and the expedients that are adopted by private schools in this respect are noteworthy In my own case, for instance, I require in the case of a boy who is not satisfactory at school a certificate each week of his conduct at home. That is one instance. We consider that it is the relationship to character that necessitates this close contact with parents.

9595. With regard to tests of efficiency, might I ask on what ground you object to formal examination? You do not consider it a desirable test?—I do not, for the simple reason that no man living can go into any school and judge of the work of that school by any examination of his own. He knows nothing of the character of the children; he knows nothing of their work; he has got to find it all out while his time is divided by the examination. Whereas if he comes in free and can inspect and can see what is going on, he knows more at the end of a day than he would by three days' examination.

9596. In the inspection which you would welcome as a test of efficiency, would you include anything in the nature of an examination; that is to say, would you consider it desirable that the inspector should put questions to the pupils with a view to testing their attainments?—I should object to any formal examination of any kind.

9597. You spoke of what the universities, and more especially the older universities, might do for the training of teachers. Have you had any opportunities of knowing what the Cambridge Teachers' Training Syndicate has done?—I know that they are teaching the theory and practice, and issuing certificates for that, but I think it should be taken up as a regular part of the university work, and that consideration should be given to it as part of a man's subjects when he goes into the Tripos. I have had several of my boys at Cambridge, and I know pretty well the curriculum as followed there, and I see no difficulty in doing it.

9 598. Now with regard to the central authority as you would wish to see it organised. Supposing that there were a Minister of Education, what do you think should be the relations between him and the educational council? You have said that if that relation was to be merely consultative you would rather not have any such Minister at all?—Quite so.

9599. What would be your idea of the relations that ought to exist between the council and such a Minister?—He would necessarily be their president.

9600. The council with the Minister as its president would be the operative force?—Quite so.

9601. The Minister, as I understand, your idea, would have no separate initiative?—Certainly not; unquestionably not.

9602. He would be merely the chairman of the council?—Yes, and carry out the wishes of the council.

9603. (*Dean of Manchester.*) You spoke of the spirit of Secondary Education being dwarfed if there was any resort to the rates?—I do not know that I used those words.

9604. I do not mean that those are exactly the words you used, but this is what you implied. You said that the spirit of Secondary Education would be dwarfed if there was any resort to support from the rates?—I said that Secondary Education would ultimately be starved if put under the control of the rates. Then I gave as a result of that, that efficiency would be sacrificed to economy as municipal burdens grow heavier.

9605. You mean to say that you have such a mistrust of bodies gathered from municipalities having the management of Secondary Education, that you had rather be without the rates than entrust the interests of Secondary Education to them?—I have seen so much money wasted by its falling into the hands of technical committees that I say decidedly, "Yes."

9606. And you have no idea that by experience your apprehensions would be overcome?—I think it is quite possible to have cases where public spirit is roused by the proper authorities, in such a case undoubtedly.

9607. Have you ever thought of the difficulty that would be likely to supervene if you were to take all the moneys that you propose out of the administration of the local authorities?—I have certainly made no such proposal. I have not proposed anything of the kind.

9608. You said that the central authority was to control the local authority?—To control and guide the local authority, and I showed how.

9609. Did you allude to the money?—No, not at all. I said that it was to be done by revising and ratifying their schemes, by being a court of appeal for teachers in educational matters affecting them, and supplying, when called upon, educational experts, and determining efficiency.

9610. Then they would have nothing to do with funds?—No, except to see that they were not wrongly administered.

9611. I understood you to say that elementary education was to stop at the age of 10 years?—If they were going into secondary schools.

9612. Are those secondary schools, or do you mean the Secondary Education to be given in the elementary schools?—No, they will then join children in the secondary schools, and they will be of the right age to join them.

9613. Then you would do away altogether with any such system as higher grade schools?—Yes, undoubtedly. I think they have been a mistake.

9614. Is that your experience?—Yes.

9615. Have you had experience of such schools in all parts of England?—No.

9616. Not in the north?—No.

9617. (*Sir John Hibbert.*) What grounds have you for saying that these technical instruction committees waste their money?—I will give you cases. One county in the West of England formed a technical education committee of 15 from its county council, to encourage technical education. When they met together they found themselves unable to decide, because there was not that knowledge in their body which was required. They then determined to co-opt 10 persons on to this council who would have the requisite knowledge. When the 25 met, they still found themselves very much at sea as to what ought to be done, and the actual words used by one of the members of that body to myself were these: "The technical "education money has fallen largely into the hands of men who are "utterly unable to know how to spend it."

9618. From that one case, are you to judge the whole of the county councils of England?—No, I would not think of doing so.

9619-20. (*Sir John Hibbert.*) Was that money spent?—A certain part of it was undoubtedly spent.

9621. How was it spent?—That I do not know.

9622. Then how do you know it was wasted?—I quoted the words of a member of the council. I will give you another case, which is an actual case, from the Middlesex County Council, who allocate portions of their money to districts, and each district gets its proper amount. A small committee is appointed to spend it. The multiplication of these committees multiplies the possibility of men being called upon to spend it who have not a knowledge of technical education, and it would be even a worse case of the kind than the county council doing the whole thing themselves.

9623. But even if there are drawbacks such as you state, does it not give opportunities of doing good to a great number of places which would never have good done to them in any other way?—Yes, undoubtedly. I am only pointing out that the system, in the opinion of our association, is a wasteful one.

9624. Do you propose to take away the money from the county and other councils, and to give it to some other body?—No, I should propose to reform the county councils with regard to it, not by co-opting, but by insisting upon the county councils adding to their committees a certain number of proper experts who would enable them to do it, though the proper course to deal with it would be, if the county councils get proper representation on the local education authorities, that the local educational authorities should take the whole thing over.

9625. Have you anything to say with respect to the system of scholarships which a number of the larger councils have instituted? Do you object to the system on which these have been carried on?—No, I think they are admirable if they will take care that they get children of ability and do not let the standards be too low.

9626. That applies to all scholarships whether carried on by county councils or any other body?—Yes, I recognise that as their best work.

9627. I understand you to say that you would not allow any person to keep secondary schools unless they were registered and the schools had been inspected?—Not unless they were registered.

9628. How would you carry out such a principle as that? How would you prevent a person keeping a secondary school?—Only by the same method as in the Registration Bill. I see no other method. There would be the inability to recover fees.

9629. You would cast the disability upon them, and I suppose you would not allow them to take advantage of any grants of any kind?—Undoubtedly. They would have to come forward and be publicly recognised, and then be inspected first.

9630. You do not propose to make it penal for any person to teach a secondary school?—Only in that way.

9631. (*Mr. Fenwick.*) You would allow any person to open a private school on his own responsibility, providing he was a registered teacher?—Yes, certainly.

9632. Then you would prevent the local educational authority, on the other hand, from opening a school provided there was a private school in the district thoroughly efficient?—I have provided against that. You are taking a new case, I presume. I have provided against it by saying that if a man comes forward to found a private school, in the question of deficiency he can only be counted in if he submits to inspection, and if the deficiency question has been settled, he is too late. He could only then be utilised and his boys counted in in case of future deficiency.

9633. (*Mr. Cockburn.*) Would you explain who is to settle this question of deficiency?—It can only be settled by some method of inquiry through the local authorities undoubtedly, with the assistance of educational experts from the central council.

9634. (*Sir John Hibbert.*) I understood you to consider that serious injury was done to private schools by scholarships in connexion with local authorities not being allowed to be held at those schools?—Quite so.

9635. Is that done throughout the country?—Certainly.

9636. Can you speak from your own knowledge and say whether it applies to the larger counties like Yorkshire and the West Riding?—I do not know personally.

GENERAL OBJECTIONS TO PUBLIC PROVISION OF SECONDARY SCHOOLS.

9637. (*Chairman to Miss Olney.*) Have you any points to mention upon which your views differ from those that have been expressed by Mr. Brown?—No, I think they generally agree. Under the heads of my evidence there is one with regard to the public provision for secondary schools. When the query issued by the Commission was before a great many people, I spoke to several parents on that point, and I wrote down roughly the views I gathered. I said it was one of the queries with regard to the public provision for secondary schools, and I gathered four headings on matters with regard to that. Some said that if established with the intention of providing better education for the middle and upper middle-class children, it would produce an unfortunate diminution of parental responsibility, through education below cost price being provided for those able to pay for it. All I spoke to were quite willing to pay for the education of their children. Then secondly, some said that if established with the intention of giving higher education to children from the board schools, the objection is that there is not enough work for them when thus educated. Every occupation not manual is painfully overstocked, and so great is the competition, even now, among young men of the middle and upper middle classes, that many can find no opening in occupations for which their education, training, and inherited culture and habits fit them. They all admitted that it was for the benefit of the State to develop the best brains of the country, but they considered that the numerous scholarships offered to school board children were more than enough. Then some said that to educate a number of children for non-manual work was preparing them for future disappointment; that they would find their higher education had fitted them for work which did not exist; and that they must then return to the handicrafts of their parents for which they were untrained, and for which they had no taste, or else they would feel them beneath them. They added that the elementary education seemed the best for industrial training and handicrafts, with scholarships to help the clever children to higher education. Then we went into the question of German education. In Germany this difficulty of getting employment, arising from over instruction of masses of young men, exists in a very marked degree. I have had a great deal of information about this within the last week. A very large and increasing number of young men known as *Hunger-candidaten* cannot get employment. Then thirdly, the middle and upper classes already pay heavy rates for educating the children of the "working classes," and ought not to be called upon

to pay any more (that was a strong point with many), especially when it is borne in mind that the latter pay little or nothing in rates and taxes, while the struggling curate, doctor, clerk, or teacher, &c., pay heavily, though often with scarcely a larger income than many working men. Fourthly, another and important consideration is that schools founded by public provision would necessarily come under State control, and this would entail loss to the country of the originality, vitality, and stimulating force of schools carried on by private enterprise. Those are the views I gathered when we were discussing this query that came from the Commission.

9638. (*Chairman.*) And do your own views generally agree with those which you have so gathered?—Yes, I think, very nearly. I should say that, to a large extent, I agree with those views.

We are much obliged to both of you for your evidence.

The witnesses withdrew.

Adjourned to to-morrow morning at 11 o'clock.

TWENTY-FOURTH DAY.

At Westminster Hall, Wednesday, July 18th, 1894.

PRESENT:

THE RIGHT HON. JAMES BRYCE, M.P., IN THE CHAIR.

The Hon. and Rev. EDWARD LYTTELTON, M.A.
Sir HENRY E. ROSCOE, D.C.L., M.P.
The Very Rev. The DEAN OF MANCHESTER, D.D.
Mr. RICHARD C. JEBB, M.P.
Mr. RICHARD WORMELL, D.Sc.
Mr. HENRY HOBHOUSE, M.A., M.P.
Mr. H. LLEWELLYN SMITH, M.A.
Mr. GEORGE J. COCKBURN.
Mr. CHARLES FENWICK, M.P.
Mr. J. H. YOXALL.
The Lady FREDERICK CAVENDISH.
Mrs. BRYANT, D.Sc.
Mrs. HENRY SIDGWICK.

The Hon. WILLIAM N. BRUCE, *Secretary.*

CHARLES HENRY WYATT, Esq., called in and examined.

9639. (*Chairman.*) You are clerk of the Manchester School Board?—I am.

9640. And have been so for how long?—I have been clerk for eight years, but I have been in the employ of the school board since 1871. I have been in its employ since a few months after it was first elected.

9641. I understand you appear as one of the witnesses representing the Association of School Boards (England and Wales)?—I am the honorary secretary of that association.

COUNTY EDUCATIONAL AUTHORITY.

9642. The view of your association is that there should be one local educational authority in each area?—That was arrived at unanimously at the last general meeting.

9643. And you would desire it to be called "The Board of Education"?—That is the view of the association.

9644. Your view, I understand, is that all education within the area, whether secondary or elementary, should be placed under the direction of this new authority?—Including technical education, so far as these various kinds of education are assisted from the local rates.

9645. But not including university education in cases where a university college exists within the area?—Certainly not.

COUNTY BOROUGHS: ONE LOCAL AUTHORITY FOR SECONDARY, TECHNICAL, AND ELEMENTARY EDUCATION.

9646. How far would this proposed new educational authority differ from the existing school boards?—Well, in the large towns I contemplate that this new authority should have power to add to itself representatives dealing with Secondary Education and technical education, and in the rural districts the proposal would, of course, abolish the whole of the rural school boards.

9647. Let us take the towns first. In the towns you propose to have the existing school boards plus certain new members?—The existing school boards reconstituted.

9648. How reconstituted?—With a power of adding members to the present board.

9649. You desire to have the existing school boards plus additional members?—Yes.

9650. Do you desire to have any different method of election from that which is adopted for the school boards?—I am not competent to speak on the mode of of election.

9651. How many additional members would you add, having regard to the numbers of the school boards in different places, and how would you choose them?—I should give the Board of Education the power of choice, and the number would depend upon the various kinds of schools in the district and the size of the place.

9652. What numerical relation would these nominated members bear to the elected members?—I do not think we have thought very much about that so long as the power of the purse remained in the hands of the elected members. At the present time under the Elementary Education Act the school boards may appoint managers of schools to any extent they like. They may have managers of every school in their district if they care to do it.

9653. But those managers are managers of particular schools under the general jurisdiction of the school boards?—That is so.

9654. The case you propose now is quite different. You propose to associate in the educational work non-elected and elected members?—Yes.

9655. Do you propose that any person whatever shall be eligible to be appointed by the school board and be accepted as a co-opted member?—Yes.

9656. Do you propose to give any representation to the municipal authority—the city or town council?—I see no great advantage in such an association. Of course the district board contemplated by the Association of School Boards is a municipal authority in itself, having powers of rating and not in any way under the control of the town council.

9657. Do I understand from that that you do not propose to give the town council any representation or power of appointing members on the new educational authority?—No, I think that is so.

9658. You think they ought not?—No, I think it should be an independent body.

9659. Would you give any representation to any other existing body or group of persons in a town, or would the only associated members be those whom the board of education co-opted?—Yes, I think that is so.

9660. Then would you expect to have the Local Taxation Grant which is now paid to the town council transferred direct to the board of education?—I think the whole of such money should be transferred.

9661. That is to say, you would not allow it to be received by the town council and distributed by them in such a way as they might think fit, giving a part, if they liked, to the board of education; but you would transfer the whole bodily by statute to the board of education?—I think if you have a board of education elected for the purpose of the education of the district, it should have the control of the whole of the funds useable for the purpose.

9662. Then you would, I presume, appoint special committees for the different branches of education with which the new education board would deal?—That is so.

9663. Committees, let us say, for example, for Secondary Education, for technical education, and for elementary education?—Yes, that is so.

9664. And what advantage would you expect from this arrangement?—If you will allow me I will give my views now with regard to the resolution passed by the Association of School Boards:—The resolution of the Association of School Boards contemplates the transfer to one local authority of the present powers affecting the supply and control of Primary and Secondary Education now possessed by school boards; and also the transfer to the same authority of the powers and funds now possessed by county councils, borough councils, and other rating authorities having charge of technical instruction. To these boards of education should also be given the charge of the provision of additional Secondary Education when a measure for the supply of such Secondary Education is obtained. There should be such a board of education for each county borough, and, for the administrative parts of counties. One of the effects of this arrangement would, of course, be the abolition of the small rural school boards, which are a distinct hindrance to the progress of education. Such boards of education would, of course, also cover parishes with ample elementary school provision, and consequently without school boards at present. I am speaking now of the boards of education for the administrative parts of counties, and endeavouring to show how the supply of Primary Education may be worked through these boards of education. There would be no difficulty, from a rating point of view, because, just as in the case of poor law unions and their charges, there might be a common fund for the district out of which could be paid the general charges for administration (enforcement of attendance at school, &c.) with an apportionment of rate for those parishes in the area of the board requiring elementary school accommodation to be provided at the cost of the rates. Such an arrangement would, with regard to elementary school supply, work automatically, and there would no longer be the necessity for the turmoil and excitement of the election of a school board for every district whose supply of elementary school provision may become deficient. This board of education should be elected by the ratepayers, and might vary in the number of its members according to population or other local circumstances. It should have independent powers of rating, and, so far as central government control is necessary, should be controlled by the Education Department, or whatever central authority may be appointed by Parliament. To the boards of education I would give the power of appointing special committees in each district or group of districts, whose province it should be to deal separately with matters affecting Secondary, Technical, and Primary Education, and upon the committees dealing with Secondary and Technical Education it should be competent for the district board to appoint representatives from the governing bodies of university colleges, existing secondary schools under schemes of the Charity Commissioners (wherever rate aid may be given), the teaching profession, or any other persons whose influence and assistance would, in the opinion of the board

of education, be of value in the work of the committee. Such representatives need not be elected by the ratepayers, the proposed expenditure of public money being safe-guarded as the whole of the proceedings of such committee would come up for confirmation or otherwise by the District Board of Education, who should keep in their own hands the whole control of expenditure. The present arrangement by which the county and borough councils and school boards are charged with the administration of funds for public education is a bad one—it leads to friction in the discharge of public work to the waste of public funds, and the placing of hindrances in the progress of education. Rival authorities are created, with powers exceedingly vague and undefined. Much of the money given under "The Customs and Excise Act, 1890" is being wasted; towns and districts are proceeding to the erection of technical schools, for which there can be no necessity, in districts which might well be grouped together for the purposes of technical education restricted to its proper limits. I mean to say that districts are being over-supplied with technical schools. In my opinion districts should be grouped together. Money is being spent by these authorities in their desire to obtain pupils, in the teaching of cookery, wood-carving, dressmaking, elementary shorthand, bookkeeping, handwriting, arithmetic, and a multitude of other subjects which should all find provision in evening continuation schools provided by a properly constituted Board of Education—and which come within the scope of Mr. Acland's new code of regulations for evening continuation schools. These subjects might very well be taught in existing elementary schools without the lavish provision of new buildings under the guise of technical schools. In the administrative portions of the counties it is a struggle for each small district to obtain its share of the excise money. The Technical Instruction Committees of county councils, influenced through the representatives of the districts, divide these funds, and award a portion to each locality. With this money many so-called technical instruction committees commence, without experience, to establish classes which have no relation to technical instruction of a practical character, and so-called lectures are given on the subjects I have enumerated, and many others, the need for instruction in which should be met by the evening continuation schools conducted under the code of the Education Department. The county councils, elected for distinctly other purposes, should not have these powers. As the expenditure increases the county councils will in many cases revolt against the action of their technical instruction committees, and there is in this a distinct danger to education. This danger will increase when many of the large technical schools now in course of erection or about to be erected have absorbed no inconsiderable portion of the money now received from Imperial sources in the expense of repayment of and interest on loans, and the rates have to be fallen back upon for maintenance. Apart from unnecessary expense in provision of buildings, there is the still greater danger that many of these schools will share the fate of Mechanics' Institute and fail to obtain an adequate supply of pupils. This danger has already been seen by the technical instruction authorities of some towns, and there will arise a tendency to supply day schools of the higher grade type, which will compete with such school now under school boards, and also with existing endowed schools. All this points to the absolute necessity of one local authority, and in this form alone can be secured a correlation of different kinds of education provided out of the public funds. The supply of pupils to schools giving technical instruction and Secondary Education (when secondary schools are generally provided throughout the country) must mainly come up from the public elementary schools, and any cleavage between these different kinds of schools will be fatal to the success of a National system of Secondary and Technical Education.

9665. How far does what you have read us represent your own individual views, or how far does it represent the views of your association?—I believe the views that I have read are shared in largely by the association, but of course they have not had this printed document before them, and it is my interpretation of their resolution.

9666. What you have read us is your own composition?—It is my own composition, and I think comes within the four corners of the resolution of the association.

9667. Turning now to rural areas and small towns, what arrangement is proposed for the educational district authority there?—That you should have a county authority for the administrative parts of counties. COUNTY EDUCATIONAL AUTHORITY (*cont.*).

9668. Take the case of your own county, Lancashire. Do I understand your view is that the new educational authority should exist only in the county boroughs, or in all boroughs which now possess a school board?—Certainly not in all boroughs which now possess a school board. The limit of population for a county borough is 50,000. I think myself that the position of the educational question in the large towns is so entirely different from what it is in the rural districts that I should be well content to follow that arrangement; that there should be a district board of education for each county borough, and that all the rest should be merged in the administrative county.

9669. That is to say, in Lancashire the educational authority which you have described to us would be created, or enlarged, so far as it requires variation, in all the county boroughs, and all the rest of the county, whether boroughs or rural, would be placed under one county authority?—Yes.

9670. How would that county authority be composed?—They would be elected in the same way that the county council is elected.

9671. But it would be a new body?—It would be a new body for the purposes of education.

9672. Would it be elected by the cumulative vote or not?—I presume it would until the cumulative vote is destroyed or amended.

9673. But the county councils are not elected by the cumulative vote?—No, but I mean to say it would be elected by the same electors and from the same area as the county council.

9674. But with the cumulative vote?—With regard to the cumulative vote, I should like to say that I do not share the opinion of other witnesses sent by the association. I have not that dread of the cumulative vote that some people have.

9675. Has the association expressed any opnion as to whether this new body for the county should be elected by the cumulative vote or not?—It certainly should be elected in the same manner as the school boards are.

9676. Has the association expressed any opinion?—I do not know that they have gone into that question.

9677. Then that is only your own individual opinion?—Yes.

9678. (*Dean of Manchester.*) Did not the association express an opinion about the cumulative vote?—Not in connexion with this matter.

9679. But, generally, the opinion was expressed?—Yes.

9680. (*Chairman.*) What was the opinion?—It was condemnatory. I do not share the opinion of the association upon that matter. It was not in connexion with this matter. It was an entirely different issue.

9681. (*Dean of Manchester.*) The association expressed an opinion, speaking generally, against the cumulative vote?—Yes, they did

9682. (*Chairman.*) Would you propose that this new authority should have the power of associating members with itself in the way in which a borough authority on your plan would?—Yes.

9683. And how should those members be chosen?—In the same way as they would in the school board for the county borough.

9684. That is to say you would not have any elected members except those elected by the ratepayers?—Certainly.

9685. And you would have no members representing the boroughs smaller than county boroughs within the area of the new authority?—Of

course they would all take their share in the election of the county authority.

9686. As ratepayers?—As ratepayers.

9687. What powers would you give to that county authority?—The same powers as those possessed by the authorities for the county boroughs.

9688. And what would their relations be to the existing school boards and the existing voluntary schools in parishes?—There would be no existing school boards. If you had such an authority they would absorb the existing school boards.

9689. Do you mean then that all the school boards in all the Lancashire boroughs smaller than county boroughs would cease to exist as soon as you have this county authority?—Yes, the rural school boards would.

9690. And how about the school boards in the smaller towns?—It might be perhaps well to contemplate going further than the county boroughs, but of course all the rural school boards would be absorbed, and there would be an independent authority for the county boroughs, and it would be in the wisdom of Parliament to declare whether other towns should be recognised or not.

9691. What would you substitute for the school boards in the rural districts?—This county authority.

9692. Would you have no local authority at all in the parish looking after education?—There would be the managers of the schools appointed by this authority.

9693. You would still have the managers of the schools?—Yes.

9694. And you would place them directly under the county authority?—Yes.

9695. How would you deal with the voluntary schools?—I should leave them in the same position as they are in now.

9696. You would make no difference?—No.

9697. What provision would you make for Secondary Education in such an area as Lancashire outside the county boroughs?—That would be left to the wisdom of the education board for the county.

9698. But I suppose you have formed some plan under which the provision of Secondary Education would be carried on?—The Boards of Education would deal with the provision of Secondary Education just in the same way that school boards dealt with the provision of elementary education when they took the work in hand.

9699. You mean by that that they would establish secondary schools wherever they thought it necessary, and would support them out of the rates?—Subject to the approval of the central authority.

9700. But it is part of the scheme you are sketching out, that there should be a power of establishing schools and levying rates for the support of them?—They should have full powers for that purpose subject to the control of the Education Department.

9701. Would any relation exist between this county authority and the educational authorities in large boroughs which lay within the area?—No, I think not.

9702. Not even as regards technical education?—No. I cannot see how you could link the two.

9703. I presume that you would expect this county authority to proceed in the same way as the borough authority by controlling different kinds of education through different committees?—Yes.

WASTE FROM OVERLAPPING OF AUTHORITIES AT PRESENT.

9704. You referred to the danger of having an over supply of technical schools. Can you illustrate that by any instance known to you?—Yes. I take the towns in Lancashire with which I am intimately acquainted, and I find that the towns of Heywood, Blackburn, Bolton, Rochdale,

Ashton-under-Lyne, Oldham, and Salford, are all providing technical schools.

9705. When you say the towns are providing technical schools you mean the municipal authority?—The local authority, whatever it may be.

9706. That is to say, the borough council?—Yes. Take the town of Salford, that is adjoining Manchester.

9707. It is practically one with Manchester except as regards government, is it not?—Yes. They are proceeding to spend on a building in Salford the sum of 66,500*l.*

9708. Technical school building?—Yes; and at the present time, so far as I understand, they have not a single pupil to go into it, and that is notwithstanding the fact that the Manchester City Council, within I should think a distance of a couple of miles, is proposing to spend a sum of 135,000*l.* on a technical instruction school.

9709. And that is irrespective of the fact that there exists an establishment, which supplies at any rate, some of the needs of technical education in the Owens College?—It is entirely a new institution.

9710. Am I right in supposing that the institution at the Owens College would to a considerable extent overlap the work proposed to be done in these two technical schools?—I think the work of the proposed technical school would certainly overlap the work of Owens College in many of its departments.

9711. Then how would you deal with the case of Salford, because, upon your own showing, Salford would still have a separate educational authority?—But you would not have rival authorities like you have now in the town council and the school board. I do not think the school board of Salford would ever have proceeded to erect this place near Peel Park.

9712. But supposing the educational authority of Salford and the educational authority of Manchester remained distinct, would you not fear that there might be some competition?—We do not find that competition in connexion with our primary schools. We work in conjunction with the Salford School Board in all these matters. We are like authorities.

9713. But at present the two town councils are like authorities?—Yes, but they are not elected for the purposes of education.

9714. And that, you think, would prevent competition from two bodies in such close proximity?—I think if they were elected for the purposes of education it would prevent such rivalry.

9715. (*Mr. Cockburn.*) Are the figures you gave irrespective of the cost of sites?—In the case of the Manchester Technical School it is irrespective of the site, because I believe the site was given by the Whitworth trustees. In Salford I did include the cost of site, but it is a very small sum.

9716. (*Dean of Manchester.*) Have you any idea of the value of the site at Manchester?—I think the value of that site would probably be 10,000*l.* It is a very valuable site.

9717. Would it not be three times that amount?—The value of land in Manchester has not increased of late. I should not say it is three times that amount.

9718. (*Chairman.*) In what part of Manchester is it?—It lies between London Road Station in a direct line with the Town Hall. It is New Whitworth Street. That is a street which is being driven across from London Road to Oxford Road. Land in that district used to be worth about 10*l.* a yard. I do not know quite what it is worth now.

9719. That is on the borders of Chorlton-on-Medlock?—It is on the borders of Chorlton-on-Medlock, but it is in the old township of Manchester. It is in a very central position near the police courts.

9720. (*Dean of Manchester.*) You have put it at the very lowest figure, have you not?—Yes, at the very lowest.

9721. (*Dr. Wormell.*) To what extent are the two bodies that you have mentioned pledged with regard to the new technical institution. The Manchester plan has gone so far that it could not be stopped now, has it not?—There has been a Local Government Inquiry I believe, and the loan has been approved of. They have not actually commenced to build.

9722. The plans are drawn, I think?—Yes.

9723. And with regard to the other institution?—The other institution is in process of erection.

9724. (*Mr. Lyttelton.*) How long will it be before the Salford one is finished?—I should think next year would probably see it finished.

9725. And do you say there are no signs of any pupils coming yet?—The town council have no school.

9726. Do you not think there may be pupils next year?—I have considerable doubts about it. You cannot by simply building a school and opening its doors get pupils of this kind; you must have recognised channels of supply.

9727. (*Mr. Hobhouse.*) I understand your scheme for the administrative counties to be that the board should be elected throughout the whole county for the purposes of education?—Yes, subject to this, that of course in Yorkshire I would recognise the Ridings.

9728. But they are administrative counties?—Yes.

9729. And how often would you have that board elected?—I think the present period for school boards seems to be the period which is pretty generally adopted for local authorities now, except the parish councils; that is, three years.

9730. You gave as one of your reasons for preferring this system that you would avoid the turmoil and excitement of the election of school boards?—Yes, for a little parish.

9731. Why will there not be as much turmoil for the election of a board for a whole county?—You would not have the thing occurring every time there was a deficiency in a parish arising through the closing of a voluntary school or the inability of the managers of such a school to meet the requirements of the Education Department.

9732. You mean that there would be a standing committee which would be called upon by the Education Department to deal with matters of that sort?—Yes.

9733. And you would make this board an independent rating authority?—Yes.

9734. Do you think it is desirable to have more independent rating authorities?—We should not have more independent rating authorities. We should distinctly lessen them by this proposal.

9735. You would in those parishes where they have no school boards at present?—Yes.

9736. I understand that you would provide for the expenditure of the school board by a common fund to be raised over all the parishes of the county?—Yes, that is for the purpose of Secondary Education, and for the purpose of enforcing school attendance and dealing with school work, and matters of that mind.

9737. Then you would not rate each parish for the common expenditure of the schools *quâ* primary education?—Certainly not, unless that parish needed the supply of a district board school for primary purposes.

9738. But there would be certain purposes of the school board common to both Primary and Secondary Education?—Yes, the parish has to bear those expenses now.

9739. Not where it has no school board?—Certainly it has. It has to provide school attendance machinery.

9740. You prefer the method of direct election for all educational bodies?—Yes.

9741. Do you not think that in country districts you might get bodies elected more with regard to economy than with regard to the good of education?—I do not follow the question.

9742. I do not know whether you are acquainted with the country districts in the south of England?—Not in the south, but I am in the Lancashire and Cheshire districts.

9743. Take Lancashire. In the country districts of Lancashire there would be no danger that in the election of an educational authority the ratepayers would consider anything but the interests of education?—I do not think there would where the area of election was spread over such a great district as that of the administrative parts of a county. Anything of that sort would be corrected by the common sense of the industrial classes.

9744. How many distinct educational authorities would you have in Lancashire? You propose to give a separate board of education to every county borough?—Yes.

9745. How many county boroughs are there in Lancashire?—I cannot tell.

9746. Eighteen or 20, are there not?—I was going to say about 20.

9747. Therefore you would have 18 or 20 distinct authorities?—Yes.

9748. Will you not, to some extent, increase the danger of multiplying institutions if you transfer the fund which is now in the hands of the County Council of Lancashire to other authorities?—I do not think so. I think our scheme would lead to economy in the establishment of elected bodies.

9749. Would there not be some advantages, if it were practicable, to have a common educational authority for all the towns as well as for country districts of Lancashire?—It could not be done.

9750. You do not consider it practicable?—No. It could not be done for the great towns.

9751. I am not speaking of Manchester and Liverpool, but the smaller county boroughs?—I think the county borough limit is a very good one to take. Their places are as a rule of sufficient rateable value to enable them to do their work properly, and that is the great thing.

9752. You mentioned that certain county councils were teaching subjects like writing and arithmetic in technical schools?—No. I did not say in technical schools. I said with moneys derived from the Customs and Excise Acts.

9753. In what kind of schools are those subjects taught?—They are taught in all sorts of places—co-operative stores, voluntary schools, and any big room that can be obtained for the purpose.

9754. But handwriting is not a technical subject, is it?—It perhaps figures under some other name. They teach it for all that.

9755. They teach it indirectly you mean?—Yes.

9756. Are you aware that many county councils have set up evening continuation schools?—I am aware that they have, but I do not know to what extent.

9757. I believe the Manchester School Board receives certain grants for carrying on evening continuation schools?—Not evening continuation schools under the Code. The grants received from the County Council of Manchester by the school board have been recently 3,500*l.* per annum. The money is entirely used for science and art classes and other classes taking up technical subjects.

9758. (*Sir Henry Roscoe.*) Is any statement sent in by the school board to the county as to how the money is spent?—Yes. We have not been asked for it, but we have supplied them with the information.

9759. (*Mr. Hobhouse.*) You think that these subjects should be all taught in evening continuation schools under the Code?—Certainly. There is ample provision for the purpose made now by grants; I should say very ample provision.

9760. And you would contemplate putting all those local authorities under strict central control like the school boards are now?—Certainly.

9761. You do not think that that would lead to too much centralisation of Secondary Education?—I do not think so. I think the control of the Education Department is a wholesome control.

9762. You do not think it is too stringent?—I do not. I simply refer now to the Education Department.

9763. (*Sir Henry Roscoe.*) Do I understand that the statements you have made concerning the superabundance or redundance of the technical schools in Manchester and neighbourhood are your own opinions, or those of the association?—Well, they are my own opinions, but I have no doubt they would be shared in by the whole of the Lancashire school boards.

9764. But there is no resolution bearing on that subject, is there?—No. The association does not deal with local matters.

9765. So far you make the statements on your behalf?—Certainly.

9766. Are you aware whether in these other towns which you have mentioned the number of students attending the classes is satisfactory, and large or otherwise?—Many of these are new schools which have only recently commenced, but I know that many of the authorities in Lancashire are now considering how they can use these schools that they have built, or are about to build, for the purposes of day schools.

9767. Have you had information with regard to the numbers of students attending those various schools?—Do you mean in the day or in the evening.

9768. Both?—Yes. I have seen the returns.

9769. Are they, in your opinion, satisfactory or unsatisfactory?—I do not think they are satisfactory from my point of view, that is, as providing what I understand to be practical technical instruction.

9770. What do you understand as practical technical instruction?—Instruction specialised for pupils who have, up to the age of 15 or 16, received their general education in a primary or secondary school, and who propose to prepare themselves for trades, manufactures, or professions. I think that comes under the name of technical instruction.

9771. (*Dean of Manchester.*) Are you wedded to any preference in favour of co-optation as distinguished from representation? You have spoken very largely of co-optation. I understand that you would have a school board, but it is misleading to call it a school board from your point of view. You would have an educational board?—Yes.

9772. And the constitution of this educational board would be purely co-optative?—Yes; so far as the members who are not elected by the ratepayers are concerned.

9773. Do you desire to see it co-optative?—I do.

9774. As distinguished from representative?—Yes.

9775. Would you kindly tell me why?—Because, I think, you would bring to the aid of the education board the experience and the influence of a great many people who would be ready to place their services and who might not themselves care to go through an election.

9776. That is the great advantage that you think will be desired?—I think that is the great advantage.

9777. Do you think that, in view of the county council having had so much to do with this heretofore, there would not be any great difficulty with the Legislature in persuading them to take a new departure?—Of

course my object is to place before the Commission what I think would be the best possible authority.

9778. You have spoken of the technical schools of Manchester and Salford, one of which is contemplated and the other of which is in course of erection. You have said that they would certainly overlap, or would in some sense overlap, the work of Owens College. Do you think they would overlap the work of any other institution in Manchester?—I think they would interfere with the work of the school board, and there is very great danger that if they establish day schools for boys under 15 they will certainly interfere with the grammar school and the girls' high school.

9779. You think that, besides interfering with the school board, they might interfere with the grammar school?—Yes.

9780. Is it not within your cognisance that it is the opinion of a great many persons competent to judge in Manchester that such overlapping is likely to occur?—That would be so with regard to the class of boys who are now going to the grammar school.

9781. You are aware that this is the subject of very serious consultation in Manchester with the view to try and modify it?—Yes.

9782. You know the town of Rochdale?—Yes.

9783. Is it not within your knowledge that in the town of Rochdale the greater part of the day students are really art students?—They are.

9784. They are not anything else but art students?—I have been in the school, and I have not seen any pupils there in the day time. I was given to understand that there were practically none. And this techinal school adjoins a large higher grade school built on exactly the same lines and with the same equipment.

9785. (*Chairman.*) Do you mean by that that the school is practically empty in the day time?—I believe it is. You have these two places standing side by side, either of which would do the work of both.

9786. (*Dean of Manchester.*) That is really within your cognisance, and you know that they have been spending a large sum of money in Rochdale for the purpose of founding a technical school, which, now that it is founded, is not really conducting the work for which it was destined during the day time?—That is the fact, I believe.

9787. And that it relies chiefly for its measure of support on evening pupils. Is not that so?—That is so.

9788. You have been asked whether the increase of these educational authorities in a county might not be mischievous. Do you not think it might possibly, on the other hand, create a favourable competition and help to form public opinion?—I do not admit that it would cause an increase in the number of authorities dealing with education. I think it would be exactly the reverse.

9789. But supposing it did, might it not be that one particular large area would learn from the example of another large area?—Certainly, I think so, as long as there was a sufficient rateable value and a sufficient population in the district. Rivalry of that kind, so long as each district does its own work, is a good thing.

9790. You lay very great stress on this, that an educational board, for whatever area it is formed, should be formed for an area sufficiently large to have a sufficient population to do its own work?—Yes. The want of a proper area is the mischief of the rural school boards.

9791. There is no fear of undue and parsimonious economy?—I have no fear whatever in a sufficiently large area.

9792. (*Mr. Yoxall.*) I understand that the Association of School Boards have proposed for themselves a self-denying ordinance by which they would remove themselves as school boards from the scheme of local government, and establish in their stead a new education body which shall differ from the school boards in two particulars; in the first particular because it

will have within its purview the whole field of Primary, Secondary, and Technical Education; and in the second particular, that they will admit to their board some co-opted members who are experts in education?—Yes.

9793. Have you noticed that the views of the Association of School Boards coincide largely with the published opinions of one of the largest bodies of teachers in the country?—Yes. I keep myself well posted with the proceedings of the National Union of Teachers.

9794. You have noticed the similarity of the two opinions?—Yes, but it was not arrived at in consultation.

9795. It was arrived at independently?—Yes.

9796. In order to secure unity of control, do you think the abnegation of the school boards would go further if need be, and would go so far as to hand over primary education as well as Secondary Education to a committee of the town council or the county council?—Do you mean rather than have two authorities?

9797. Yes?—I am not qualified to speak for the Association in that matter.

9798. The Association has not considered that point?—No.

9799. Would you care to express your opinion upon it?—I do not think I should care to express it.

9800. (*Mr. Cockburn.*) In the matter of your Board of Education I suppose one of the collateral advantages which would arise from the placing of education under this new form of control would be the abolition of the existing small rural school boards?—That would be one of the greatest advantages in my opinion.

9801. Is it not a very widespread feeling that very small rural school boards are an objection?—I think it is. It is universally held I should say.

9802. Can you tell me what the Excise money produces in Manchester?—About 11,500*l.* a year.

9803. And what would a 1*d.* rate produce?—The same amount.

9804. Then the total resources of the county council at present for the purposes of technical education are, what?—About 23,000*l.* per annum.

9805. When their new technical school is established have you any idea what the repayment for principal and interest upon the cost of sites and buildings will be, out of the total available sum of 23,000*l.*?—If they borrow it at 3 per cent. it will cost them for interest and sinking fund something over 5½ per cent., so you may say it will be about 7,000*l.* or 8,000*l.* a year they will have to pay.

9806. That would leave them about 15,000*l.* from the full maximum of their available resources for maintenance?—Yes, but if you apply the same comparison to Salford you find that the Salford town council would be in a very much worse position. They get, I believe, about 3,500*l.* a year, and they are proposing to spend 65,000*l.*, so that the greater part of their Excise money would go. That is the point. Things are going on very well now when the money is being spent which has been given to the county districts, but when the Technical Instruction Committee have to come to the county councils for ready money for maintenance it will be a very different state of affairs. In the period which elapsed between the passing of the Technical Instruction Act, 1889 and this grant of Excise money there was not very much done by county councils.

9807. Will it in your opinion become necessary for Parliament to provide some further means of financing these schools if they come to be built?—I should think that Parliament ought not to do anything of the sort.

9808. That is not my question. If they spend the bulk of their available money on buildings, and then they have the maintenance to provide after that, will it in all probability become necessary to increase the

present rating power which is now limited to 1*d.* in the £?—Yes. The same thing has occurred in connexion with the free libraries. The penny rate has been found to be insufficient, and now some corporations have power to spend more than a penny. That is the natural outcome of the thing. There must be increased rating powers.

9809. Are you of opinion that the Manchester School Board could cover the same field as the county council are proposing to cover in their new field?—I see no reason why they should not. I do not say what the county councils are proposing to do because I do not know, but I should think that such an education board as the one I refer to for Manchester would be competent to undertake anything that ought to be done in that way.

9810. How long have they been carrying on such a technical school?—The present technical school is the old Mechanics' Institute. It became a municipal technical school I think about three years ago.

9811. Then you have had three years' experience in Manchester at all events. Can you give the Commission any real tangible evidence of the overlapping of one authority against another, or is there a field for all parties?—I think there is a field for the Technical Institution Committee under the present conditions, but I do not think that it is necessary that they should teach all the subjects that they are teaching now. For instance, I think that elementary shorthand is not a subject which should be taught in such a school, nor do I think that dressmaking or cookery or kindred subjects are subjects which should be taught.

9812. But in your opinion there is a field for them, they are devoting themselves to a class of education which neither the grammar school nor the school board nor any other association is providing for?—Yes. Their spinning and weaving department and the school of electrical engineering, for instance, deal with the subjects which are essentially their own.

9813. And do you not think they form a fairly good preparatory school for Owens College. You would not say that they overlap Owens College, would you?—Not in those particular subjects, but they might in such subjects as engineering.

9814. Do I understand that your great complaint will be that these large and costly institutions if erected will be only used in the evening for the most part?—Or that the authority, being anxious to fill them, of course, will commence day schools. I believe such day schools are in existence now. I believe there is one at Bristol in the Merchant Venturers' School.

9815. If the local authority utilise their buildings to the fullest extent day and evening together, then to the extent that they utilise them in the day time you think they will be an overlapping instrument for education?—Yes.

9816. That is your opinion?—Yes.

9817. And if they confine themselves to a field which will not overlap with anybody else they will have very costly buildings only occupied and used for two or three hours a day?—I could not say the exact time of the day, but I mean to say the buildings are far too large for the purpose.

9818. You said you would have no connexion between these administrative county authorities and the county borough authorities for educational purposes?—None, excepting such mutual arrangements as they might make among themselves.

9819. Do you not think the technical schools or secondary schools will very largely, if established, have to be set up in county boroughs?—Certainly, and that is what I meant by instancing these particular towns in Lancashire which are every one building technical schools when I think that the Manchester technical school might be the technical school for the whole of South-east Lancashire.

9820. The county area will scarcely have any need to erect a technical school of its own. It will be able to utilise the technical schools in the towns?—Yes.

9821. Will that not require a sympathy and harmony of feeling between the administrative county authorities and the borough authorities?—Yes, but I would leave it entirely to themselves. I would not lay it down in any Act of Parliament as to how they would have to work together.

9822. You do not apprehend any friction there?—No, I do not.

9823. You think there would be harmonious working?—Yes, I think there would be harmonious working.

9824. Will you tell us how they would probably work?—I should say that the education board for the administrative part of the county would give facilities for people from the rural districts to attend secondary schools and technical schools in towns where they might be established, paying the fees of pupils or railway fares of pupils, or establishing bursaries, and in that way facilitating an interchange.

9825. Have you any examples of that kind you can point to in Lancashire?—I believe that some of the district authorities have sent pupils to the Manchester Technical School.

9826. Do they give them any maintenance scholarships or do they only pay train fares and fees?—I think in some cases they give small maintenance scholarships.

9827. But you have no full particulars?—No.

9828. You have spoken about the election of the authority. I suppose you would not propose that the members of your local authority should retire all in a body, as they do at present?—No I suppose not. I should have the same arrangement that they have in the town council.

9829. Then both you and your Association are thoroughly at one on that point; that the present method of the whole of the members retiring in a body is objectionable, and should be remedied?—Yes.

9830. Then as to the election: you, personally, I understand, do not object to the cumulative mode of voting?—No, I cannot say that I do.

9831. But is it a fact that your Association has resolved upon this point, and has decided to memorialise Parliament for the abolition of the present cumulative system of voting?—To memorialise the Education Department, I think.

9832. (*Mrs. Bryant.*) I understand that your Association has two principles in view in the constitution of this local authority; first that Secondary Education should be managed by a body directly elected for the purpose; and secondly, that it is extremely desirable that a single body should be formed for all educational purposes?—That is so.

9833. May I ask to which of these two principles do your Association and you attach most importance, supposing it were not possible to carry both; would it be the single body, or the direct election?—I should say the single body.

9834. You think that would be the more important of the two?—Yes.

9835. And, therefore, some approximation to your views would be obtained by the formation of a composite body, upon which there were direct representatives?—So long as the body had the entire control of all these different departments of education, including the primary schools.

9836. (*Mr. Yoxall.*) Do you see any method by which there could be a composite body having a control over both Primary and Secondary Education so long as the constitution of that composite body required the pre-existence of a school board in the first instance?—Certainly not; the school board must go.

9837. And, therefore, the single body to which Mrs. Bryant referred could not be a composite body?—No.

9838. (*Mr. Cockburn.*) You said that if you had one Board of Education for the whole of the administrative county, you would have it for Primary, Technical, and Secondary Education?—Yes.

9839. All education?—All education, exclusive of university education.

9840. There exists in all administrative counties an immense number of voluntary schools?—Do you mean public elementary schools.

9841. Yes?—Yes.

9842. How are they to be included within the control of your new universal Boards of Education?—They would be simply in the same position as they are now; as long as they exist as voluntary schools they would not be interfered with by the district boards, or by the boards for the administrative parts of counties.

9843. Supposing there are scholarships to be made tenable at secondary schools, because secondary schools will have to be places of education for all classes of children, there would have to be very close relations, would there not between the existing managers of the voluntary schools, and this Board of Education which is to take the control of Secondary Education, the whole of which would be new?—I see no difficulty in throwing open such scholarships to the whole of the pupils, irrespective of the fact of whether they attended voluntary schools, or board schools. We do that in Manchester at the present time. The whole of our board school scholarships are thrown open to every boy or girl attending a public elementary school in Manchester.

9844. Then your proposed scheme would be really giving England universal school boards in another form?—Universal school boards; but not universal school board education.

9845. I was coming to that. Universal school boards, but excluding from their control voluntary schools. Is that it?—Yes; I think, if we are to wait until that matter is settled, we shall probably have to wait a long time.

9846. You mean the taking over into State control, or the control of bodies appointed by the State, the voluntary schools?—Yes; I think that many of these voluntary schools are better as they are in rural districts.

9847. I suppose that what you mean is that in the counties, as goes on now in the boroughs where there are school boards, voluntary schools would be left outside?—Yes.

9848. And any taking forward of the advanced children into the secondary schools should be done by scholarships?—Open to every boy or girl attending a primary school.

9849. (*Dean of Manchester.*) Your system would not at all unfavourably affect the voluntary schools, would it?—No; I think it would be to their great benefit.

9850. I think we ought to have from you an answer to this question. You spoke of this educational board as having all Secondary Education under its purview, but you would exclude probably schools such as Rugby and other like schools?—Yes; and I would exclude interference with the management of any existing secondary school which did not apply for rate aid.

CENTRAL AUTHORITY.

9851. (*Mr. Jebb*) Coming now to the question of the central authority, your view is that there should be one central authority presided over by a Cabinet Minister of Education?—That is so.

9852. And that to this central authority should be transferred the power with regard to education now possessed by six different bodies?—Yes.

9853. The Education Department, the Science and Art Department, the Local Government Board, the Home Office, the Public Works Loan Commissioners, and the Charity Commissioners?—Yes.

9854. Would you give the Commission your general view as to the scope of the power which this central authority should exercise, and as to the relations which ought to exist between it and the local authority?—I could best illustrate it by the position of the Education Department; now with regard to the establishment and management of primary schools by

school boards, as I said in answer to one of the Commissioners, I think that the control of the Education Department generally is a wholesome control.

9855. To what extent do you think it desirable that this central authority should control the local authority?—Of course the control largely, as in the case of the Education Department and the school boards at the present time, would be to protect existing schools doing work of their own from the provision of unnecessary schools to be provided by the district Board of Education, and I think myself that all money spent on the erection of schools should be approved by the central authority before the district authority proceeds to the erection of any schools.

9856. What do you conceive to be the relation which the Cabinet Minister of Education ought to hold in regard to the central authority over which he presides? Ought he to have a separate initiative, or ought he to be merely the chairman of a great central educational council?—I do not think he ought to have any power of initiative excepting such power as was confirmed after being laid before Parliament in the same way that it is now. One of the great objections to the Science and Art Department, I think, now is that they are constantly altering their rules by the issue of circulars, and that they have not, like the Education Department, a code which is annually laid before Parliament. The laying of that code before Parliament, and the month which has to elapse before it becomes law, gives an opportunity to school boards and others of knowing what is going to be done and of laying their views before Parliament and the Department, but we have no such opportunity with regard to the Science and Art Department.

9857. Are there any other remarks that you wish to make at this point upon the subject generally of this central authority?—I should like to say that the present arrangement by which the various departments of the Government which you have enumerated deal with education is not an effective or stimulative system of control. That is the case with five of them. The advantage of one central authority cannot better be illustrated than by the divergent action of the Science and Art Department and the Education Department. Different sets of inspectors are sent into our schools. Whilst the Education Department have practically abolished payment by results, the Science and Art Department have really accentuated its evils by administering public funds (excepting the capitation grants to organised science schools, the payment of which, however, is clogged with irritating conditions) on the results of examinations conducted on a system admirably adapted for statistical purposes, but not to the practical needs of students. Committees are liable to fines for sending ill-equipped pupils up for examination, and thus any real clue to the value of instruction in any class is lost by the encouragement given to the weeding-out of doubtful candidates prior to the May examinations of the pupils. Similar illustrations can be given of the dealings of school boards with the various Government departments, particularly with the Home Office, the Local Government Board, and the Public Works Loan Commissioners. Those are the main points that I desire to bring out.

9858. (*Lady Frederick Cavendish.*) When you said you thought so highly of the Education Department of course you meant in its dealings with primary schools?—Yes.

9859. Do you think it would be equally good for Secondary Education?—I think so. I think the inspectors of the Education Department are a very fine body of men, and certainly competent to deal with any question of Secondary Education.

9860. (*Mrs. Bryant.*) You mentioned the great advantages of laying the Code before Parliament. Do you contemplate that anything of that sort would be done with regard to the Secondary Schools?—No.

9861. (*Mr. Cockburn.*) I suppose the Education Department has now some control over Secondary Education through the endowed schools, the

Charity Commission schemes for which it approves. Is that so?—I do not know to what extent that control exists.

9862. You are the first witness who has dealt with these six Government Departments which you wish to be fused into one. Will you tell us why you include the Local Government Board. They have no connexion with any kind of education, except workhouse schools, have they?—They have a very important control over the accounts of school boards.

9863. You mean for auditing purposes?—Yes, and they very rigorously examine our expenditure on the erection of schools. I should say that the Local Government Board cannot have any practical acquaintance with the necessities of public elementary schools.

9864. Surely the Local Government Board do not control your expenditure?—Yes, in the erection of schools. I have to make an affidavit for every school and they ask for elaborate statistics. They will allow a small sum of money in some cases, and will refuse to allow a larger sum in others, where perhaps it would be more useful.

9865. That of course arises where there is any surcharge?—No. In the case of every loan obtained from the Public Works Loan Commissioners for the erection of a school, as soon as we have received the money, we receive an intimation from the Local Government Board that we must be prepared to provide them with full particulars of the expenditure of the loan.

9866. But that never occurs except you go to the Public Works Loan Commissioners for the money. That does not occur if you borrow the money in the open market?—If you borrow the money in the open market it is not the case.

9867. Then the Local Government Board has no control over the expenditure?—No, but we borrow all our money from the Public Works Loan Commissioners.

9868. Would you tell us what connexion the Home Office has with you?—They send down the inspectors to examine our industrial schools.

9869. And do you think that they should be removed from their province?—I do. I do not like myself any survival of the idea that the school board is a prison authority, or that these schools are prisons for these little children.

9870. Then the Public Works Loan Commissioners find you money; they have no connexion with you except that, but you would have their function removed also would you?—They charge us large fees for their solicitor and various other things which I think are open to comment.

9871. You would have this great central authority, which would roll up in its arms so much work, managed under a Minister of State?—Yes, by a Cabinet Minister of Education.

9872. Is he to act on his own personal responsibility, accountable to Parliament, or is he to have a council working with him?—I would be well content that he should be directly responsible to Parliament.

9873. That he should simply be assisted by permanent officials?—Yes.

9874. Such as the permanent officials who now preside over the various departments at South Kensington, Whitehall, and so on?—Yes.

9875. And that he should in his own person, being accountable to Parliament, take the whole management of this work?—Yes.

9876. In so far as it might be impossible to secure such a large measure of legislation as that, would it in the meantime, in your judgment, be very desirable that South Kensington, Whitehall, and the education side of the Charity Commission should be fused into one department?—Very desirable, particularly with regard to South Kensington.

9877. (*Mr. Yoxall.*) The Home Office also has some share in the control of public elementary education in relation to school attendance?—Yes, they have in fixing the standard for factory employment.

9878. And you prefer that that should come into the hands of the Education Department?—Yes.

9879. Would you object to the establishment of an educational council in connexion with the new Ministry of Education; a council which would be advisory, such as the Indian Council?—No, I do not see any objection to it.

9880. And on that council you would recognise, I daresay, the advisability of appointing experts in education, ex-teachers, ex-members and ex-officers of district education boards, who in their retirement might give to the public service the value of their experience?—I think there would be a very great advantage in such an advisory board.

9881. (*Mr. Fenwick.*) Would you see any difficulty likely to arise with such a constitution as that where the views of a Minister responsible to Parliament for the Education Department conflicted with the views of his council. He is the Minister responsible in the House of Commons for the policy of the Education Department. Is it not possible that he may at times be in sharp conflict of opinion with his colleagues in the council?—I do not see any great danger in that myself. These would be men who would not be appointed for political reasons, of course. They would be appointed because of their ability to advise, just as I suppose men are appointed to the India Council, and I do not think there would be any difficulty.

9882. The Minister himself would be appointed for political reasons?—Of course in such a case as that, I presume, they would have to bow to the Minister.

9883. Then what advantage would it be to have such a council?—There would be this very great advantage: we find Government departments repeatedly doing things which we know they consider are the right things to do, simply from the want of better information. If they had that better information they would probably not make the mistakes that they now make. We find repeatedly that the Education Department in recent years has been most willing to listen to representations, not only from school boards, but from everyone who is engaged in primary education, and very great good has resulted. I cannot give a better instance than the Evening School Code, which, I think, was the outcome of the Department listening, of course unofficially, to the representations of such people; they form no part of the council, but still that was the outcome of representations made to the Department.

9884. But you are aware that even the Code to which you have just now referred has been the subject of severe criticism both in the country and in the House of Commons?—Well, I was not aware that the criticism had been very severe.

9885. But you are aware that there has been criticism?—I have heard of some small amount of criticism, but, I think, the general opinion is that it is an admirable Code. The criticism you refer to was not, I think, with regard to the lines on which the Code has worked so much as matters of detail in the schedule.

9886. (*Dr. Wormell.*) Do you think this list of departments that are to have their powers affecting education transferred to the central authority according to your scheme is an exhaustive list; there are other departments which deal with education, for instance, the War Office and the Admiralty?—I understood the War Office had given up dealing with education. I saw something in the newspaper to the effect that they were going to give up the army schools.

9887. The Admiralty do not propose to give up their dockyard schools?—I have no experience of that in Manchester.

9888. Would you put such schools under the Minister of Education?—I would put all schools for children under the Minister of Education.

9889. What do you say with regard to the Civil Service Commissioners' work? There is great complaint that the examinations for the junior clerks, for instance, do not fit on to the general system of education. Do

you think that would be obviated if the whole was controlled by one authority?—I should not place the examinations for the Civil Service under the control of the Department.

9890. And with regard to this fine body of men to whom you referred as inspecting and examining schools, you have heard probably that there have been complaints of men having been appointed fresh from the universities as Her Majesty's Inspectors of Schools?—I did not say anything about examining secondary schools. I said the inspectors would be competent to deal with matters affecting Secondary Education.

9891. You were referring to the inspectors?—I was speaking of the executive officers of the Department who generally administer and exercise all the control that is exercised by the Department over school boards.

9892. Do you think that they are better capable of doing that for Secondary Education than for primary?—I should have complete confidence in Her Majesty's Inspectors of Schools.

9893. (*Mr. Lyttelton.*) Do I understand that you would wish all these different bodies to be equally represented in the new Department?—Certainly not.

9894. Would you have any representation of them?—I think not.

9895. You would simply say that their power should be transferred?—The power should be transferred to a Minister of Education.

9896. Is the Minister's Council to have any representatives of teachers at all on it?—In answer to Mr. Yoxall, I said I could see no objection to such a council with representatives of teachers. I think it would be a distinct advantage.

9897. I thought you meant that would be the advisory council?—That is what I mean.

9898. But in the Department would there be any representatives of teachers who would be the individuals who would compose the Department?—The permanent officials.

9899. And they would be appointed by the Crown?—Certainly.

9900. They would not be appointed from teachers?—I presume there are some of the permanent officials who have been teachers.

9901. But not necessarily so?—Not necessarily so.

9902. I think you expressed a favourable opinion of the work of the Education Department in primary education?—Yes.

9903. Does that extend to all their action from the very beginning?—No, I said of recent years. Of course, now I am not speaking of the way the Department has been worked politically. I am speaking of its connexion with existing schools. There certainly has of late years, particularly during the time of the present secretary, been a much better state of relationship between the Department and people generally connected with the working of the day and evening schools.

9904. But you do not think the system is one that would be open to the charge of too much centralisation?—No, I do not think so, at any rate, not so far as the relationship of the Department to existing schools is concerned.

9905. But in your new scheme for Secondary Education the power of the central department would be very much broken by the local authorities?—Certainly.

9906. And you think that would be a wise precaution in the future?—Certainly. I remember the time when the Education Department met school boards in a very different manner from the way it deals with them now. There is a greater inclination on the part of the Department now to listen to the people in the locality than there was 15 or 20 years ago.

9907. (*Dean of Manchester.*) I do not think you have quite definitely declared how you would constitute the authority which is to be presided over, as you carefully said, by the Cabinet Minister of Education. You have

given us the rough constitution, but you have not gone into detail?—No.

9908. And you do not wish to go into detail?—No. I think the Minister, whatever council he might have to assist him, should be directly responsible to Parliament.

9909. But you would not have him to select the persons whom he would have associated with him. We have not yet got from you a body constituted under this Cabinet Minister of Education. Perhaps you are not prepared to go into details with regard to that?—No, I am not prepared.

9910. You spoke of the officials of the Department as being consultees, if you will, of this Minister, but in point of fact you have not formulated any constitution of the body?—No.

9911. You think that the local education authority would from the very first under present circumstances have such weight that there would be no fear of the Ministry of Education over-weighing the opinion of it?—There is no fear at all so long as we have Parliament behind the Minister.

NECESSITY OF GENERAL ESTABLISHMENT OF HIGHER GRADE ELEMENTARY SCHOOLS.

9912. (*Mr. Jebb.*) Would you give us your views as to the provision of higher grade schools, and as to the special advantages of such schools?—I am strongly of opinion that one or more higher grade schools (I will call them by this name, not because it is the happiest name, but because it is the name by which they are best known) should be provided in all districts having adequate population. I look upon these schools as an absolute necessity in any efficient system of Secondary Education. Properly organised they would become the crown of the elementary system, and the connecting link by which the primary schools may be joined with secondary schools of the second grade. There have been higher grade schools in Manchester since the year 1877. We have at the present time six such schools, affording accommodation for 7,104 children, and the school board have spent in the provision of these schools the sum of nearly 120,000*l*. I believe that for boys and girls whose education will cease at the age of 16 the Secondary Education which may be imparted by these schools is of the kind best suited to their wants. Properly organised, these schools would be the direct feeders of the technical schools and of the secondary schools of the second and third grades. The present prominence which is given to science teaching, and the absolute neglect of many branches of general education, seriously interfere with the practical value of the higher grade schools. For instance, we find that a boy leaving one of our higher grade schools will, in the subjects in which he has been taught, be on a level with any boy in such schools as the Manchester Grammar School, but in Latin or Greek he will be nowhere. I would so organise the higher grade schools that this defect might be obviated; but this organisation means freedom from the present rules affecting organised science schools, which are almost invariably associated with schools of this type. From a return prepared by the Association of School Boards for this Commission, I find that the total accommodation provided by the higher grade schools in England and Wales (exclusive of Monmouthshire) is 40,898; and another return, also prepared for this Commission, shows that there are in these higher grade schools 6,629 children in classes beyond the standards. It should be borne in mind also that a great deal of Secondary Education is done within the standards. There are many advantages obtained by the establishment of schools of this class. They carry on in the most natural way the education of the ordinary public elementary schools. They afford opportunities for the advancement of the most talented and intelligent of the elementary school teachers, whilst they also provide an admirable training ground for young people desirous of becoming teachers, and provide that systematic and general education best suited for boys and girls who before they are 16 years of age will be required by the necessities of life to proceed to general employment. I would give considerable freedom to a district as to organisation of these schools. I think it desirable that

they should not be restricted to children who have passed the standards, or even to the two highest standards. It is well, too, that there should be a preparatory department attached to a higher grade school. It gives a backbone to the school, which is otherwise wanting where the whole of the children are transferred from elementary schools. I have placed in the hands of the Commission a diagram (*see Appendix No.* 3) which illustrates what I mean with regard first of all to the relationship of the primary schools, and next the higher grade school (referring to it as a secondary school of the third grade of the Schools Inquiry Commission), and then the secondary schools. By the arrangement set forth in this diagram the secondary schools of the second grade, which deal largely with classical education, and are the immediate avenues to the universities, would each have as a base a preparatory school for those who, owing to class distinctions of various kinds, will never be found in great numbers in the public elementary schools. In the prepartory department of the higher grade school languages and literature might be taught at suitable ages, in order to facilitate the passing of pupils into the secondary schools of the second grade, and from the higher grade school might also pass those who desire a technical education in the institutions provided for the purpose. These technical schools have not been set forth in the diagram because they are special places of tuition, just as are schools of music and schools for the study of the fine arts—all necessary in their way for those whose needs they are designed to supply with technical instruction, but not an essential part of the supply of general education for the bulk of the boys and girls who have gone through the elements of instruction in a public elementary school, in the preparatory department of a higher grade school, or in the lower division of a secondary school of the grammar school type. The effect of science and art grants upon higher grade schools is not satisfactory, as they exert too great an influence upon the course of instruction given in the school, and much of the science teaching which can only be fragmentary and of little practical value to the children in after-life. The 15 hours per week which have now to be devoted to the work of the Science and Art Department in organised science schools render the teaching of literary subjects an impossibility. I see that by a recent time table issued by the Department they have reduced this 15 hours per week to 13 for next year. I think that higher grade schools should be independent of money earned from the Science and Art Department. This would lead to a much more generous provision of subjects, and the taking up of many most essential to the welfare of pupils, but which do not come within the directory of the Science and Art Department. In manufacturing and trading districts it is of great importance that children should be taught such subjects as modern languages, also that they should be instructed in the routine of a merchant's office, and that they should receive instruction in such subjects as shorthand, bookkeeping, &c. Those are the main points I wish to bring out.

9913. (*Dean of Manchester.*) You consider, I suppose, that the great factor in such a system as you have been alluding to is what is the intention of the parent or the child as regards its future career?—That is so.

9914. And that determines all this scheme of yours; it is on such a principle as that that you have managed your plan?—Yes.

9915. I would ask you for a little more strict definition as to what you mean by higher grade schools. Of course we know, as you have said, that the term is to some extent misleading. You have said that there are six higher grade schools in Manchester, but those six higher grade schools are not all higher grade schools of the same character, are they?—No, they are not.

9916. The distinction being what?—The distinction being that at our central school, owing to the pressure upon the school, we have had from time to time to relieve the pressure by pushing out the lower standards until it has arrived at this, that we have only Standards V. and upwards in the central school.

9917. That is the only school in which there are not other standards, is it not?—Yes. I do not say that that is the best mode of organisation. It is simply the position to which we have been forced.

9918. You desire that the higher grade school should be of the character of which we have the greater number in Manchester, including lower standards?—Yes.

9919. You regard those higher grade schools, as you have expressed it, as the crown of the primary school education of children who are not intending to go forward with their education further than the highest rung of that particular educational ladder?—Yes.

9920. How do you propose to transfer from such school any such pupils as you desire to see helped forward in their educational career?—Here would come the advantage of having the same authority for secondary and primary schools. You would have an authority controlling the teaching of both, and able to make such rules as would lead to the promotion of clever boys and girls who would be better in a secondary school of the second grade than they would in a higher grade school.

9921. You would remove, in point of fact, the temptation which some people say is incident to the schoolmasters of desiring to retain in a school in which he ought not to stay a boy who ought to be put forward?—I do not think from my experience of the masters of the higher grade schools and the mistresses of the same schools in Manchester that there exists such a feeling. I find invariably that the teachers are most anxious to promote their pupils, and to put them on those lines which are likely to benefit them most in their education. But through these secondary schools and these primary schools being under different conditions, there are internal difficulties at the present time to prevent a systematic interchange of pupils.

9922. That would be obviated by the system which you propose?—Yes.

9923. It has been given in evidence before this Commission that there is a detention from certain of the schools. For instance, it is said that on the part of the School Board of Manchester there is a retaining of pupils in their own schools of the higher grade. Have you found that?—Do I understand that that refers to the technical school.

9924. It may possibly refer to the technical school?—I should like to lay before the Commission some particulars on that point. This statement has been made—I do not know whether it has been made before this Commission or not, but it has been certainly made elsewhere; it has been said that there is a tendency on the part of teachers in public elementary schools to prevent boys and girls competing for scholarships offered by the Technical Instruction Authorities. I maintain strongly that there is no foundation for any such charge, and I will attempt to prove my position by the actual state of affairs. This is the report of the Technical Instruction Committee of the City Council of Manchester, and I find on page 22 there is this: "The following is the limit of age for the respective "scholarships and exhibitions at the date of entrance to the institutions "named." There are certain scholarships of the value I think of 60*l.* per annum tenable at Owens College, and there of course they must be over 16 years of age to enter the college. Then the Municipal Technical Committee itself offers certain scholarships to be held in its own school, and those pupils must be of not less than 15 years of age. The same age limit is true of the Municipal School of Art, which is also a Municipal Technical School, and the only scholarships which are open for boys and girls under 15 are those offered in connexion with the Manchester Grammar School, so that we may take it generally that boys and girls must be 15 before they can compete for those scholarships offered by the Manchester City Council, and which I understand it has been stated the teachers prevent candidates going forward for in order to retain them in their schools. I have had Form 9, as we call it, of the Education Department carefully examined in connexion with our public elementary schools in Manchester, and I find that, taking all schools together (of course that is the board

schools), there are only 187 children of 15 years of age, there are 18 of 16 years of age, and there are 7 over 17 years of age. That is out of 42,000 children, there are these numbers of children who would by reason of their age be eligible to compete for these scholarships.

9925. (*Mr. Llewellyn Smith.*) Does that include the central school?—Yes, it includes the central school, it includes all the board schools. Those members give a total of 212 scholars over 15 years of age, 100 are in the ordinary elementary schools and are backward pupils because they are in the standards—they are dunces, or else they are mentally deficient; of the remaining 112 in the higher grade schools, 28 are children of non-ratepayers, and 24 have already held scholarships, so that if we take the 112 who would be eligible for the scholarships and deduct the 52, we have something like 60 children left who would be eligible to compete. I say that in the face of this proof, which I think could not have been known to the Technical Instruction Committee of Manchester, or they would not have made the statement, there cannot be any ground for saying that the teachers of our schools or the managers of the schools keep back the pupils from competing for these scholarships.

9926. (*Dean of Manchester.*) Is it not within your cognizance, having full knowlege of the working of our schools in Manchester, that there is no such intention?—There is none. On the contrary, the greatest trouble is taken by the school boards, and by the teachers of all our schools, to make known as widely as possible the facilities that are offered for pupils entering for these scholarships.

9927. (*Mr. Cockburn.*) What is the value of them?—They range from 60*l.* down to 20*l.*

9928. (*Dean of Manchester.*) You have spoken of the re-organisation of higher grade schools as giving a more proportionate bearing to literary subjects?—Yes.

9929. I need scarcely ask you whether you think that is not absolutely essential?—Yes.

9930. (*Mr. Llewellyn Smith.*) When you spoke of second grade secondary schools, as you have got them on this diagram, what kind of schools had you in your mind?—Schools of the type of the Manchester Grammar School and the Girls' High School.

9931. Are not those usually called first grade; it is merely a question of names, but it is rather confusing?—Those are the schools I refer to.

9932. Keeping boys and girls up to the age of 18 or 19?—At the Grammar School they have 225 boys over 16 years of age.

9933. Using the nomenclature of the Schools Inquiry Commission, I think they were called first grade schools?—I thought that referred to schools such as Harrow, Eton, and so on.

9934. You spoke of the higher grade schools being a connecting link between the primary and secondary schools. Do you mean between the primary and secondary school system, or an actual connecting link for a boy? That is to say, would you say that a boy who is going into a secondary school from a primary school had better pass first to a higher grade school, and then on?—I think facilities could be given to prepare him for the first grade school very much better in a higher grade school than in an ordinary school.

9935. Do you mean in the preparatory department of a higher grade school, or would you take him right through?—I would make it possible for a boy to pass from the higher grade school either at the age of 9 or 15.

9936. Have you any opinion about the relative value of those two modes of continuing education, assuming that a boy is ultimately going to a secondary school?—I think it is very much better that it should be generally understood that it would be through the higher grade school that he should proceed.

9937. With regard to the sources of income of the higher grade schools, you expressed an opinion that the present income is not satisfactory. Have you thought out in what way you would replace it?—Of course the bulk of the grant income at the present time is derived from the Science and Art Department. In the Organised Science Department it is entirely so. I should like to see that money given, not on the results of examination, but on instruction, and I would also like to see school boards have greater authority as to the mode of charging fees in these schools.

9938. You think you could raise more money by fees without difficulty?—I do not think myself that it is a bad thing to charge fees in these schools.

9939. And as regards the mode in which public money should be given?—I would give that from the central government authority, and would let it be administered practically on the same lines as the Government grant for the standard work is administered, but it should not depend on the May examinations.

9940. That would be chiefly on attendance and partly on general merit?—Yes.

9941. When you say you wish to have grants from the Science and Art Department extended to literary subjects, you do not mean that they should add to the present Directory literary subjects, and give grants on the result of examinations?—No, I do not like the system of payment by examination in particular subjects.

9942. Have you complaints that it hampers the teachers?—There is no doubt it does. It is the universal opinion of the teachers of these schools. I have been at meetings of the masters of higher grade and organised science schools all over the country, and they all say that it is a bad system of administering public money, and I share the opinion.

9943. They say definitely that they find from their experience that they are hampered in their work?—Yes. If they are compulsorily required to devote 15 hours every week to a particular branch of education, they must be hampered.

9944. Is it not a fact that the organised science schools suffer less?—They suffer less to this extent; that there is a capitation grant partly payable on attendance, but necessitating examination as one of the conditions on which it is paid.

9945. As regards the difficulties of the transfer of children from the higher grade schools to secondary schools, you spoke of internal difficulties. Did you refer to what you considered to be the inappropriate conditions of scholarships as at present offered in Manchester?—No, I referred to the want of freedom on the part of the headmaster of the school that he could not adapt the courses of instruction. That is what I meant, and also having to earn this grant from the Science and Art Department, he is handicapped.

9946. You referred to the internal difficulties (I think I am using your own expression) which at present impair continuity of education as between primary and secondary schools, when you were speaking of the advantages of having one authority for the whole of education?—I meant to say that if the secondary schools, the primary schools, and the higher grade schools were all under one authority, that authority could adjust matters in a way which it is not possible to adjust them in now.

9947. Could not it be done by mutual negotiation?—Not as well as by one common employer.

9948. Has the mutual negotiation plan been tried at Manchester?—Yes, there is a committee now.

9949. But that committee has not had time to produce an appreciable result?—No; they are only collecting evidence.

9950. The matters you call attention to in your evidence are previous to the work of that committee, are they not?—Yes.

9951. The difficulties which at present you wish to get over are chiefly the inappropriate conditions attached to the scholarships, are they not?—No, they are difficulties experienced by the teachers of the higher grade schools through the regulations that they have to comply with in order to obtain Government grants.

9952. Would those be remedied by having one educational authority for Manchester?—They would be remedied by having one educational authority for Manchester and one educational authority for the country.

9953. It would be rather a change in the central authority than the local authority?—Both.

9954. (*Mr. Lyttelton.*) What fees are charged in the higher grade schools at Manchester?—For ratepayers' children 6*d.* per week with a 1*d.* per week for the use of books. To children whose parents are not ratepayers the fees in the organised science schools go up to 1*s.* 6*d.* per week.

9955. Have you any knowledge of these higher grade schools in any way taking pupils from the grammar school?—There may be a few boys who are in the higher grade school who would be probably better in the grammar school, and, on the other hand, there may be a few boys in the grammar school who would probably be better in the higher grade school.

9956. You do not know whether the grammar school has in any way suffered in numbers since the establishment of the higher grade schools?—I do not think the Manchester Grammar School has. I think the numbers at the present time are high.

9957. Have you heard whether in other towns such a thing has taken place?—I have heard that it has been so but, on the other hand, I have heard that it has been owing to the want of efficiency of the grammar schools.

9958. Your opinion is that in large towns there is certainly room for both?—Certainly.

9959. And you do not know of any other secondary schools—endowed schools for instance—suffering by higher grade schools competing with them?—Not where they are efficiently conducted and where the endowed schools have sufficient means to carry on their work efficiently. I can well understand that a vigorous higher grade school would kill an inefficient endowed school that was not doing its work properly.

9960. (*Dr. Wormell.*) If we could draw a line between Secondary and Primary Education, on which side of the line would you put the higher grade schools?—I would put them on both sides. I think they are the true continuation schools of the primary schools, and they are also the first grade of the secondary schools.

9961. In some places they are all ex-seventh Standard schools?—Yes.

9962. But you prefer to have them take up the whole education?—Yes, I think so.

9963. Then in that case they are not schools at the head of the elementary schools in the same sense as in other cases?—The Organised Science Department is.

9964. You propose that these schools should take the place of the third grade schools of the Schools Inquiry Commission?—Had the Schools Inquiry Commission really any schools of that kind? They created a class for certain schools, but they were not schools of this class, and these schools were not of course in existence then.

9965. You do not propose that these schools should take the place of those third grade schools?—No.

9966. Your notion differs from that of Birmingham as I gather it from Mr. MacCarthy's evidence. He seems to say that the notion of Birmingham was that only a few very clever boys should be advanced from the elementary schools to the endowed schools, and that those should be selected at a very early age; that the proper place for all other boys of good ability was the higher grade school, and that should not be a school leading on to

any other place of higher education. That is not your notion, is it?—No, I think that the circumstances of the parents, particularly with regard to their ability to keep their children at school for a longer time, should be taken into account.

9967. At what age do you suppose the children who come from the other elementary schools should enter the higher grade schools?—I should say about Standard IV. That would be about 10 or 11 years of age.

9968. At what age should they leave the higher grade schools for the endowed schools?—I should have no objection to a boy who had been in a higher grade school leaving at 9 or 10 for the endowed school.

9969. Then there are two systems at work?—Yes. You see the higher grade school itself has a preparatory department.

9970. (*Mr. Lyttelton.*) At what age do they first go to that?—They go at about six or seven. I think it would be from that class that you would probably have most of those desirous to enter the endowed school, and they would belong, as a rule, to a better class.

9971. (*Dr. Wormell.*) Then your higher grade school is a socially higher grade school?—No, it is not.

9972. I thought you said they would be of a better class?—Of course, as long as you have a fee it does, to a certain extent, affect the class. If all the primary schools in a town are free, and the higher grade school in the preparatory department charges a fee, it follows that to a certain extent in that preparatory department, you have a rather better class of children. But the upper department of the school is open to all the children from the primary schools. That class distinction is done away with in the higher grade schools.

9973. So a higher grade school then, really, has a double function?—Yes.

9974. In part, it is a higher grade school socially?—In its lower part it is.

9975. You do not pre-suppose that the higher grade school should receive the children from the other schools at 11 or 12, and then, after a time, hand them over on the endowed school?—Yes. There would be some cases of that sort. To all children who had passed Standard VI., we will say, in the ordinary primary school, I would throw open the higher grade school; and then when the master or the mistress got them in hand and thought there were some who would be better in the grammar school I would pass them on immediately to the grammar school.

9976. The complaint we have always heard here with regard to passing on at 14 or 15 is that they have been inadequately prepared.

9977. You would alter that system?—Yes, and make it possible either for the boy to go on to the endowed school at 10 or when he had finished his education at the higher grade school.

9978. (*Mr. Yoxall.*) You contemplate the supply of pupils for the higher grade school and the endowed school by means of exhibitions?—Yes.

9979. Do you find that throughout the country there is any falling-off in the demand for higher grade and organised science instruction?—No, on the contrary, it is an increasing demand on the part of parents.

9980. Would you advocate the establishment where they do not exist of secondary schools of the type of the higher grade schools, although that type must be modified?—Certainly, where there was an adequate amount of population to be dealt with.

9981. But you would agree that in the higher grade school and the organised science school there should be more instruction in commercial subjects given?—Yes. You must take into account the ultimate employment of the girls and boys.

9982. And I think you would also hold that that commercial instruction is not now given very largely because of the Science and Art Department system?—Yes, that is so. We have not time for it.

9983. Speaking generally with regard to the Science and Art Department system, you would recommend the substitution of inspection for examination?—Yes.

9984. And fixed grants, such as the Education Department Grants, depending upon inspection?—And attendance.

9985. In place of the present grants depending upon paper examinations?—That is entirely my view of what ought to be done.

9986. (*Mr. Cockburn.*) The higher grade schools have multiplied very fast, have they not?—I think so.

9987. How many have we in the country now?—From a Return prepared by the Association of School Boards for this Commission, I find that the total accommodation in higher grade schools in England and Wales, exclusive of Monmouthshire, is 41,000.

9988. That is the accommodation for children?—Yes.

9989. You do not know how many separate and distinct schools there are, do you?—There are 60, and of those 39 have organised science schools attached to them.

9990. In connexion with South Kensington?—Yes.

9991. Have you any idea how much has been expended in the various parts of the country on these schools?—Yes, the total amount expended with the approval of the Education Department on the erection of the higher grade schools has been 625,823*l.* That is in building and sites. Of course a good many of these higher grade schools have not been built by boards; they have been premises which have been adapted.

9992. Would a number of these schools have been larger but for the provisions of the Assisted Education Act with regard to fees?—I think it has been a difficulty in some towns.

9993. You think that has placed a check upon the multiplication of them?—Yes. I know that in the town of Wolverhampton it was a very great difficulty until Mr. Acland gave way. It would probably have led to the higher grade school which was built by that board becoming a public elementary school if the Government had not given way and allowed them to charge a fee.

9994. But in Stockton, Batley, and a number of other places, have not higher grade schools been absolutely nipped in the bud by this Act?—I believe that is so.

9995. There is no unwillingness on the part of parents to pay these fees which have now been put a stop to, is there?—They have not been put a stop to.

9996. Have they not?—Mr. Acland has given way in the case of the Wolverhampton and I think Hanley school boards, and allowed them a couple of years to charge fees.

9997. Apart from Mr. Acland, is not the state of the law this, that if any school is established after January 1891, it must be free?—There is a right reserved to the Department to allow a fee.

9998. On what condition?—The exceptional conditions of the school; and I thought at the time the Act was passed that that was intended to meet the case of the higher grade schools.

9999. Do you know a case apart from the one you have named where the discretion of the Department has stepped in?—I know Wolverhampton and Hanley.

10,000. Was not the discretionary power exercised there because the plans had been deposited and the arrangements made before January 1891?—I cannot say. I am not acquainted with the conditions.

10,001. In any case there is a perfect willingness on the part of the parents to have a fee imposed if they might go on?—That is my experience.

10,002. Do you know any higher grade schools outside Sheffield that have been freed since this Assisted Education Act came into force?—No, I am not acquainted with any.

10,003. In nearly every case the fee has been retained by the school authorities?—I believe that is so.

10,004. In your experience, is our primary education of a very improved character, thanks to our improved teaching, staff, apparatus, appliances, buildings, codes, and so forth; and has it made very considerable advances on the condition it was in 10 or 15 years ago?—It has made very great advances in all directions.

10,005. Are we now passing our children through to what may be regarded as a finish in a primary school at a much earlier age than formerly?—That is so.

10,006. Do you know at all at what age the education of a child in an ordinary elementary school may be said to reach the Sixth Standard?—I should think a child of 11, who had been healthy and who had attended well, might reach the Sixth Standard easily.

10,007. Does that leave a very large interval between the Sixth Standard and the period at which there is a possibility of the child's being sent to some kind of employment?—It does, both as regards the law and the physical powers of the child.

10,008. Is it an advantage or otherwise to have in elementary schools the education carried to any serious extent beyond Standard VI.?—Not in the ordinary elementary schools. I should say certainly not.

10,009. Is it your opinion that every ordinary elementary school should be closing its curriculum at about Standard VI.?—Yes, that is my opinion.

10,010. Then if it be true that such a great improvement is taking place with regard to the age at which the children are passing Standard VI., you would have an increasing number of what I may call fragments of Standard VII.?—Yes, nearly in all schools, with no teaching power, and no proper apparatus, to deal with them.

10,011. Will you tell us why?—Because the cost of teaching, say, half-a-dozen children would be so great that the managers would be unwilling to appoint a teacher for the purpose.

10,012. Then what would happen to any children that were retained in a school of that kind?—They would simply go on with the work that they had done before, and the result would probably be that they would drift out of the school.

10,013. As a matter of fact, to put it in ordinary language, those children, if they remained at school, would be marking time?—They would.

10,014. Under the present arrangement, the Education Department takes no cognizance whatever of the child after Standard VII. Is that so?—That is so. Of course the Education Department do not inspect organised science schools.

10,015. If a child remains beyond Standard VII. in any school, has not the Government ceased to give school managers, voluntary or board, any money in any way?—Yes, that is so.

10,016. And therefore they would be educating these children without any Government subsidy, apart from what might be paid them by the Science and Art Department?—Yes, that is so.

10,017. The charge has been made, and I think you yourself admitted it, that the treatment of these children beyond Standard VII. is becoming lob-sided?—Yes.

10,018. It is too much strained and adapted to the Science and Art directory instead of being a broad and liberal education?—Yes.

10,019. What is the cause of that?—The anxieties of the teachers to earn the grants for the managers of their schools.

10,020. It is necessary for them, in order to obtain the wherewithal to keep the doors open, to adapt themselves to the best grant-earning system they can?—Yes.

10,021. Is that the reason why you would have the Science and Art directory very much broadened?—Yes. I think the present system is bad for the pupils, and it is a very unwise thing to put the teachers under those conditions.

10,022. If these children are to be kept at school until they are 14, who is the proper authority to take their education in hand and keep it going?—The school board.

10,023. Will you tell us why?—Because they can do it most economically, and they are the people who are best able to keep hold of these things. They have got behind them the teachers with whom the children have passed the whole of their school lives, and in various ways they can influence the after-career of the children.

10,024. (*Mr. Lyttelton.*) Do you mean the new school boards you are contemplating, or the present ones?—The present ones. Certainly it is true of the present ones.

10,025. (*Mr. Cockburn.*) Have you ever thought of a plan somewhat different from what you have been discussing just now? Supposing the Education Department were to grade their code three steps higher than it does now, that would be to Standard X.; it would then practically make provision for a boy going on until he would certainly, on your own figures, be 13 or 14 years of age?—No; I would prefer greater liberty after the Seventh Standard, I would not have any more standards. I should like to see what the teachers could do with adequate grants placed at their service, and let each district authority exercise its own intelligence upon providing the best kind of education suitable for the district. You cannot have a common system suitable for all parts of the country because the industries vary.

10,026. Then in your own opinion there is quite a field, at all events in Manchester and in other places you have had experience of, for first grade schools of the quality and character of the Manchester grammar school, and your own central higher grade schools and other higher grade schools to exist side by side?—Yes, certainly, and they might exist side by side to the mutual advantage of each. One would supply the other.

10,027. (*Mrs. Bryant.*) It is your opinion then, as I gather from your answer to Mr. Cockburn, that in Manchester the higher grade schools, and especially the central school, do not draw away the *clientèle* of the grammar school by underselling the grammar school?—I do not think they do so. I know it has been stated that that is the case, but I think there are other explanations why pupils have not gone forward to the grammar school.

10,028. Have you any statistics to show that it is so? I mean statistics of this kind. Can you tell us what is the average age of leaving in both cases. Perhaps you can tell us also something of the after-career in life of these children which would tend to show that they are not children who would under any circumstances have gone to the grammar school?—I have obtained the ages of the boys at the Manchester Grammar School from the age of 12, and I find that at the Manchester Grammar School at the present time there are 75 boys of the age of 12; 150 of the age of 13; 213 at the age of 14; 154 at the age of 15; and 225 at the age of 16 and upwards. If we contrast that with the central Organised Science School you will see that the age of 15 practically closes the education at that school, whilst the number at the grammar school increases beyond 15.

In the Organised Science School there are 8 at 12; 82 at 13; 155 at 14; and then the number rapidly declines. There are 75 at 15, and 22 at 16.

10,029. So that you have a considerable difference in the range of ages at the two schools?—Yes.

10,030. That partly covers my question, but not entirely. Have you any facts to show that a certain number of children of the well-to-do classes do not go to the higher grade school because they can get their education practically for nothing, continue there as long as they can and then go on to the grammar school?—I want to know something about what happens to them afterwards, because that is the way in which it appears to me that a higher grade school could undersell a grammar school. Have you any facts to show that?—No, I do not quite see the kind of fact which would illustrate that. A mere description of the occupation of the parents would not answer the purposes.

10,031. A fact which would prove underselling would be one of this kind. Can you show that a very large number of the higher grade school children use the higher grade schools as far as they can, and then go on to the grammar school to finish?—That is not so. The complaint of the grammar school is that they have not a very large number who do go on.

10,032. So that is a negative fact tending to show that the higher grade school education is an end in itself?—Yes, and I think these ages show that too.

10,033. Have you any evidence of the occupations of the fathers and their class in life?—I did take it out, but it is so deceptive that it is not of any value. A man may be a clerk at 25*s.* a week, or he may be a clerk at £2,000 a year.

10,034. (*Mrs. Sidgwick.*) If the code imposed no restrictions, what fee could you wisely charge in the higher grade school?—I should prefer that no fee should be laid down by any code or Government regulation, but that the school board should have authority to charge at their discretion.

10,035. And what would their discretion lead them to charge?—It would largely depend upon the locality in which the school was situated.

10,036. At Manchester, for instance?—Our fees charged in Manchester vary from 6*d.* per week up to 1*s.* 6*d.*

10,037. (*Mr. Cockburn.*) Sixpence being the maximum that your committee could charge?—Yes, but of course in the organised science schools we are not barred as to the amount of fee. We can charge anything we like.

10,038. Then 1*s.* 6*d.* you consider the highest fee that can be charged. Is that so?—No, I would not say that. I believe that a higher fee even than that might be obtained if the schools were organised.

10,039. You have no definite view as to what the fee ought to be?—No, but I have a strong view that a fee ought to be charged.

10,040. (*Mrs. Bryant.*) But you would not make them fee-supported?—No, I would not make the fee entirely supporting.

10,041. (*Mrs. Sidgwick.*) Are the Manchester schools supported out of the rates?—Of course there are certain children in the standards in the higher grade schools, and the amount of money necessary for their education comes from the rates. The higher part of the school earns grants from South Kensington, and they are practically self-supporting, apart from the provision of the premises.

10,042. (*Lady Frederick Cavendish.*) Would they be able to earn as much in other subjects as they now earn in science?—I should not give grants for subjects. I should give the average amount which it is now possible to earn, and let that amount be payable upon attendance; and upon the officers of the department being satisfied by inspection that the teaching power was sufficient, that there was an intelligent course of instruction, and that the apparatus and premises were satisfactory.

10,043. (*Sir Henry Roscoe.*) You would not have any payments on results?—No.

10,044. Are you acquainted with the system of honours examinations in the Science and Art Department?—Yes.

10,045. Would you do away with those examinations?—I am speaking now of examinations of pupils in the higher grade schools—pupils not likely to compete in the honours division.

10,046. Do you not send in any for honours?—Very few. There might be one or two now and them. I am speaking now of the general method of administering a grant for the support of the school. Any that we might send in for the honours division of the examination are wholly exceptional.

10,047. I want to know whether in your opinion for the honours examination the payment on results by personal examination might not still remain?—I should have no objection to it.

10,048. (*Mrs. Bryant.*) Could you get the figures with regard to the ages in all the higher grade schools from your association?—Do you mean the figures that I have supplied for Manchester for the whole of the country?

10,049. Yes?—Yes, I could do that.

EVENING CONTINUATION SCHOOLS.

10,050. (*Chairman.*) What is your view of the part which evening continuation schools ought to hold in the scheme of Secondary Education?—I am of opinion that evening continuation schools ought to be deemed agencies for Secondary Education. They are the only means by which the great mass of the people can hope to obtain such instruction; and I think these schools should be graded.

10,051. You would introduce a system of grading in evening continuation schools?—Yes. I have already handed in for the information of the Commissioners a copy of a map which I prepared showing the system of schools conducted by the Manchester School Board. I should like to explain in connexion with this map, that the density of the population of Manchester is in its centre. If you look to the north, Blackley is an agricultural district, and the supply of evening schools follows the population. At the right top corner of the map I have prepared a diagram showing at the bottom the Public Elementary Schools of Manchester with 94,000 children on the books, and the subjects of instruction. Again, to the right of that diagram there is an age standard, showing the approximate ages of the pupils of various kinds in the schools. We have the whole of the evening continuation schools in Manchester under the control of the board, with the exception of one school, the Lower Mosley Street School, and a small school at Failsworth. Some years ago the Roman Catholic Body handed over to our board the whole of their evening continuation schools, and with the exceptions I have mentioned, all the Evening Continuation Schools in Manchester are now conducted by the board. The first grade is a school of the ordinary kind under the code. In those schools you will see the subjects of instruction, and you will see that the ages go up to about 15. Then I have placed over the whole our advanced evening schools of various kinds: first of all, the Science and Art Schools working in connexion with the South Kensington to the left; the commercial school in the centre; and special institutes for women and girls over 15 years of age at the right-hand side of the map. The numbers in the diagram are actual pupils. At the bottom we give the entries showing that there were 17,000 individuals with 35,000 entries, and below this is an analysis of the subjects taught, with the numbers of entries in the various classes of schools. The marks on the map are set forth by the description at the bottom corner on the left-hand side. The scheme being, as you see, that we should get pupils when they leave our public elementary schools having passed the standards, into our evening continuation schools of the lowest grade, and then we should draft them according to their choice into the various evening schools set forth in the arch of the diagram.

10,052. Your view of the subjects taught in the commercial evening school is that they are, so to speak, partly secondary and partly what may be called commercially technical?—Yes.

10,053. In the evening continuation schools they are partly general science and partly technical?—Yes, that is so.

10,054. And you look upon both those as being the natural continuation in a secondary direction of elementary education?—Yes, that is so, to those who cannot obtain the advantages of Secondary Education in the day schools.

10,055. Have you any observations to offer upon the results which have so far followed this system, apart from the numerical results that you have given?—The map shows that Manchester is covered with a network of graded evening schools suited to the needs of the population.

10,056. When you say "graded" do you mean that there are some of those schools which give less and some which give more in the way of secondary and technical instruction?—Yes.

10,057. Does that depend upon the locality in which the school stands?—No, it does not. We endeavour to carry the highest form of education into the poorest localities.

10,058. So you think it better to provide the less advanced parts in some schools and the more advanced parts in other schools?—Yes, because in the less advanced schools, that is those represented in the diagram by the red circles the schools are entered by the pupils directly they leave the day schools. The schools are taught by the best teachers we can obtain, and the teachers are all paid fixed salaries. That, I think is a good thing. The teachers have no interest in grants; there is no suspicion of farming any particular subject or school; and the fees range from 2*d.* per week for the evening continuation school to 10*s.* 6*d.* a session in the advanced centres, the session being the period covered from September to Easter.

10,059. Those schools are practically entirely used by persons who are earning their livelihood?—Entirely.

10,060. Are they mainly handworkers or do they include to any considerable extent clerks and persons doing office work?—In Manchester naturally a very great number of them will be clerks, particularly in the commercial subjects. In the manufacturing parts, such as Openshaw and Gorton, machine construction and subject of that kind are largely taken up.

10,061. And have you a great many shopkeepers' assistants?—Yes. In fact, on the recommendation of the Shop Assistants' Association, we are proposing as an experiment next winter to have special classes for them on Wednesday evenings, Wednesday afternoon being a general shop holiday in Manchester.

10,062. Do you know to what extent the pupils proceed from these schools to take the evening classes at Owens College?—The evening classes at Owens College are very small now.

10,063. (*Dean of Manchester.*) Do you think these have superseded them?—Yes, and I think that is the opinion of Owens College. They have given up a number of subjects.

10,064. And they are not sorry for it, are they?—No, they did it willingly.

10,065. (*Chairman.*) But the Owens College classes were to some extent more advanced?—Yes, and the Owens College classes are still maintained, but they have given up a number of others that they conducted before the various authorities in Manchester took up the work.

10,066. They have given them up so far as they overlap yours?—Yes, that is so. The return you have gives the number of individuals with the entries. And I should like to say that I attribute a good deal of our success in this direction to the new Code of the Education Department, particularly as amended this year. I think the Department might further encourage instruction in modern languages. We find it exceedingly difficult to get suitable teachers in that subject for the amount of remuneration we can offer.

10,067. Would you encourage it by grants?—Yes.

10,068. What are the modern languages that you find most demand for—French and German?—Yes, and Spanish.

10,069. Is there any demand for Italian and Russian?—None for Russian, and very few for Italian. It is exceedingly difficult to obtain the services of good teachers of modern languages, and until higher grants are given for this work I am afraid that local authorities (except in centres of industry possessing large rating powers) will be reluctant to carry on this work. It seems to me that modern languages are as valuable in a commercial centre as scientific instruction is in manufacturing districts, and they should receive equal encouragement.

10,070. In these evening schools are the classes distinct for young men and young women?—No; excepting so far as the women's institutes are concerned.

10,071. The women's institutes deal with subjects like needlework and so on, which are specially appropriated?—That is so; in all other cases the classes are mixed.

10,072. Including commercial and scientific?—Of course in our evening continuation schools, if we get a sufficiently large boys' school, we have a master for it, as apart from the girls, but in the higher branches they are mixed, and the teachers are also men and women.

10,073. And do you find that system works?—It works very well.

10,074. Do you apply it up to any age, or have you any age limit?—No; I should say that it works more successfully in the advanced classes, that is with pupils over 16 years of age.

10,075. Your view is that it would be better if there were mixed education in the ordinary day schools?—I am strongly of that opinion.

10,076. Upon what do you base yourself in expressing that opinion?—Upon my own experience as manager, for a great number of years, of a successful voluntary school, and upon the recent experience of the Manchester School Board since they decided to open all their new schools as mixed schools.

10,077. Do you mean that the boys and girls are in the same classes?—Yes.

10,078. Up to what age?—Up to the end of their school life.

10,079. (*Dean of Manchester.*) And is not that extending?—It is, I believe.

10,080. (*Chairman.*) How long has the board had all that?—About seven or eight years.

10,081. And is the board practically unanimous in approving of the result?—Yes.

10,082. You naturally think, therefore, that the mixed system, as you have it in the evening schools, would work better if you had the boys and girls educated together in the elementary schools?—Yes.

10,083. Have you anything further to say with regard to secondary schools?—I think that the district board of education should have power to award scholarships enabling clever scholars to pass from the higher grade schools to the secondary schools of the second grade, and where these scholarships can alone be enjoyed by pupils above the age at which they can obtain remunerative employment (say 14), I think some additional value should be added to the scholarships to compensate the parents for the loss of the child's earnings. With regard to the question of secondary and technical schools, I think in some districts it will be necessary that the secondary schools should include a technical department. The secondary school supply of any district would not be complete with a technical school alone. In large towns I am of opinion that distinctive technical instruction should be given in separate schools. But it should be clearly understood that these technical schools must not be used for the purposes

of general education, and the teaching in them should be restricted for the use of those who desire to apply the knowledge of science and art to trades and manufactures. Technical instruction of the kind referred to, I think, should certainly not begin before the pupil attains the age of 16 years. This would give time for the proper instruction of pupils in those subjects essential to technical instruction, deficiency in which is now so much complained of, on account, mainly, I think, of the fact that we have few pupils in the higher grade schools old enough to benefit by technical instruction.

10,084. (*Mr. Cockburn.*) I take it, then, that in your view, although you have spoken of the work undertaken by the technical committee of the Manchester City Council, I will not say hostilely, but in a somewhat critical spirit, you think there is room for them, and would gladly accept their co-operation if only their curriculum could be confined to pupils of the age of 16. Is that what you mean?—Yes.

10,085. And therefore it would be in their hands a very wise expenditure of the whiskey money, and this 1*d.* rate, if only they are restricted to the supply of education beyond 16?—That is my opinion.

10,086. And if security could be given against all possible overlapping with existing machinery?—Yes.

10,087. (*Sir Henry Roscoe.*) You would not wish to lose the 3,000*l.* a year which you get?—No.

10,088. (*Mr. Cockburn.*) Has this very remarkable development of your night-school work in Manchester been largely due to the gift you had from the county council?—No, it began before we got the gift from the county council.

10,089. What did they give you?—3,500*l.* a year.

10,090. How many years have they given you that?—We have had it about four years now.

10,091. The same amount?—Yes.

10,092. Are you restricted by them at all to the expending of this money on evening classes?—No, we are not restricted. We have, of course, carefully carried out the terms of the Technical Instruction Act. We have not spent it on instruction in the standards. We have used it in the higher instruction in science and art, and other subjects.

10,093. Do you admit them to any share in the representation with yourselves on the board in the spending of this money?—They have never asked for any representation.

10,094. Have you any returns at all made for the purposes of this Commission as to evening schools throughout the country?—Yes, very elaborate returns have been sent in.

10,095. (*Mrs. Bryant.*) How does this mixed system, educating boys and girls together, affect the distribution of teaching between men and women?—I do not think it affects the distribution. It may affect the position of the women so far as salary is concerned.

10,096. In what way?—Of course, if you have the head of the mixed school a man, the board may not feel inclined to pay as much salary to head of the girls' section as they would if she was independent.

10,097. And how does it affect the kind of teaching that the other teachers have. Do you find, for instance, that the younger classes are handed over to the women, or what happens?—Yes, I should say that this is so except in the special subjects that women can best take up themselves.

10,098. And those are the girls' subjects?—Yes.

10,099. So that, on the whole, it rather operates badly for the women teachers, I suppose, as regards salary?—Of course this is general in Scotland, and I expect that we shall have the same experience in England that there has been in Scotland. There is not the same scope in Scotland for the women teachers in the public schools that there is for the men.

10,100. (*Chairman.*) Why do you say that?—Because they cannot rise to headships. But I think we are rather better in England because we have the infant department. What in the Scotch schools they call the juvenile department they put under the master; but in England we have invariably an independent teacher for the infant department.

10,101. But that is merely a practice?—Yes.

10,102. (*Mrs. Bryant.*) How far would you be in favour of introducing the principle as a matter of practice and theory, that there should be in each mixed school, at any rate of any magnitude, some woman who has special charge of the discipline of the girls, and who is specially responsible for them, and who should be in a sufficiently good position pecuniarily and otherwise to carry dignity and weight?—I would have such an appointment in every mixed school, and the infant department I would always put under women.

10,103. You think that the work of the girls and the discipline of the girls would be better under those circumstances?—Certainly.

INSPECTION OF PUBLIC SECONDARY SCHOOLS.

10,104. (*Mr. Jebb.*) Would you indicate the lines upon which the inspection of endowed schools should be carried out?—I am of opinion that it would be well if all the endowed or public schools were subject to an inspection by an officer appointed by an education board selected by the central authority. I think there is a distinct danger at the present time in these institutions that the less brilliant pupils do not receive that thorough ground-work of education which is necessary. Very often the character of a public school is judged solely upon its ability to carry off scholarships at the universities and higher places of education, and it may consequently arise that there is not that general level of attainments in the various departments which we see so thoroughly achieved in public elementary schools. It will be an essential part of such inspection to see how far the school carries out its own scheme of instruction. I would not advocate any compulsory inspection for proprietary or private schools. I think it would be sufficient if these schools had the opportunity of being inspected if they so desire it. It would then naturally come about that the best schools of the kind would place themselves under inspection. I think it is very important that the school itself, or the authorities of the school, should state what their own scheme of instruction is, and that upon that they should be examined.

10,105. (*Dean of Manchester.*) Would you ever put the headship of a mixed school under one of the other sex?—I should be delighted, if we could find the lady who was properly qualified.

10,106. (*Chairman.*) Are you aware that that is largely the practice in the United States?—I am. The very roughest class of elementary schools that we have, that is the day industrial school, is universally worked with a woman at the head of it, and the system works well.

SCIENCE AND ART SCHOLARSHIPS.

10,107. (*Mr. Cockburn.*) How many science and art scholarships have you in Manchester that are founded by local donors?—These are in the board schools; we have 50 science and art scholarships of the value of 9*l.*, 12*l.*, and 15*l.* per annum, according to the year they may be in. These are held at the higher grade schools, and the ages of the holders vary from 12 to 16 years. We have 21 Lancasterian scholarships: these are scholarships which arose through the sale by the trustees of an old Lancasterian school; they handed over the money to us, and we invested it and founded these scholarships. There are six tenable for one year of the annual value of 5*l.*, ages 11 and 12. We have 15 tenable for one year of the value of 2*l.*, the last, of course, about paying the fees in the higher grade school. We have also 60 book prizes. Then during the last year there have been open to competition among our pupils, as well as among the scholars of other organised science schools, seven Royal exhibitions offered by South Kensington, of the annual value of 50*l.*, for three years, tenable at London or Dublin, no age restriction; and 22 national scholarships of the annual value of 60*l.* Then locally we have four Manchester City Council scholarships of the annual value of 60*l.*, to be held at Owens College, ages over 16; three Manchester City Council exhibitions

for evening students of the value of 10*l.*; 25 Manchester City Council scholarships, value 30*l.*; 10 Manchester City Council exhibitions for evening students; five Manchester City Council scholarships, annual value 30*l.*; these are held at the Municipal School of Art. Then five Manchester City Council Art exhibitions for evening students, and six Manchester City Council scholarships of the value of 25*l.*, held at the grammar school. Then there are 25 Lancaster County Council day-scholarships; pupils coming from the administrative parts of the county can compete for these. Then we have 150 Lancaster County Council evening exhibitions. These are the scholarships and exhibitions open to our day and evening schools.

10,108. (*Dean of Manchester.*) Open to them, but many of them are not confined to them?—No.

10,109. (*Sir Henry Roscoe.*) For instance, the Royal scholarships are open to the whole of the country?—Yes, but we have been particularly successful in Manchester in carrying off a great number of them. These are scholarships that are open, some of them, to our own public elementary schools alone, such as the 30 science and art scholarships which we pay for; and the others are competed for by pupils in our schools.

10,110. (*Dean of Manchester.*) Are these generally availed of?—Yes.

10,111. (*Mr. Cockburn.*) The Commission were told that you had 250 given by local donors. Is that the case in any year?—No, 50 is the highest.

(*Chairman.*) We are much obliged to you for the evidence you have given us.

The witness withdrew.

Adjourned to Tuesday next at 11 o'clock.

TWENTY-FIFTH DAY.

At Westminster Hall, Tuesday, July 24th, 1894.

PRESENT:

THE RIGHT HON. JAMES BRYCE, M.P., IN THE CHAIR.

The Right Hon. Sir J. T. HIBBERT, K.C.B., M.P.
The Hon. and Rev. EDWARD LYTTELTON, M.A.
The Very Rev. The DEAN OF MANCHESTER, D.D.
The Rev. A. M. FAIRBAIRN, D.D.
Mr. RICHARD C. JEBB, M.P.
Mr. RICHARD WORMELL, D.Sc.
Mr. HENRY HOBHOUSE, M.A., M.P.
Mr. M. E. SADLER, M.A.
Mr. H. LLEWELLYN SMYTH, M.A.
Mr. GEORGE J. COCKBURN.
Mr. J. H. YOXALL.
The Lady FREDERICK CAVENDISH.
Mrs. BRYANT, D.Sc.
Mrs. HENRY SIDGWICK.

The Hon. WILLIAM N. BRUCE, *Secretary.*

C. A. BUCKMASTER, Esq., and GILBERT R. REDGRAVE, Esq., called in and examined.

10,112. (*Chairman to Mr. Buckmaster.*) You are one of the Senior Inspectors of Science and Art Schools?—Yes.

10,113. And have been so for how long?—Since 1881.

10,114. (*To Mr. Redgrave.*) You are also Senior Inspector of Schools of Science and Art?—Yes.

10,115. And have been since when?—Since 1884.

10,116. During those years you have both been employed in inspecting under the Science and Art Department a very large number of schools through the country that receive your grants?—Yes.

VARIOUS TYPES OF SCHOOLS EXAMINED BY SCIENCE AND ART DEPARTMENT.

10,117. (*To Mr. Buckmaster*) Will you tell me what you conceive to be the various types of secondary schools which the Science and Art Department deals with?—I find that we can divide a large number of secondary schools into six different classes.

10,118. Would you mention the classes?—Boys' grammar schools; girls' endowed schools; charitable institutions.

10,119. What do you include under charitable institutions?—Places like the orphan asylums at Watford and Wanstead, and so on, where an education is given just beyond that of the elementary school. Then schools that are under proprietary bodies such as some of the girls' high schools, higher grade board schools, and lastly organised science schools. Most of the secondary schools that we inspect would come under one of those classes. It would be possible of course to subdivide the boys' schools into ordinary secondary schools and schools of the type of St. Paul's and the Manchester grammar schools.

10,120. Would you class the charitable institutions to which you have referred among secondary schools?—I think so. They give education in almost all cases beyond that that which is given in a board school which confines itself to standard work.

10,121. As regards a large part of their work it is elementary?—Yes.

10,122. But the work for which you give grants you would rather consider to be secondary?—Yes, it is beyond elementary—we should consider that secondary work.

10,123. And the same remark would apply to the higher grade board schools?—Yes.

10,124. With respect to higher grade board schools your grants in the main begin where the Education Department grants leave off?—In the main. In the 7th standard they may overlap.

10,125. But your grants are given purely for science subjects?—Science and Art subjects.

CONDITIONS OF GRANT.

10,126. Under Science and Art subjects you include instruction in the elements of pure science apart from its application?—Yes.

10,127. And that might in one respect be regarded as part of general Secondary Education?—Yes.

10,128. In fact you consider yourselves to be agents for Secondary Education on its scientific side?—Yes; we should include mathematics among science subjects.

10,129. Your grants are also given for pure mathematics?—Yes, for pure mathematics.

10,130. What difference is made by the amount of the other resources of the school to the amount of the grant that you award?—We consider in the case of each particular school what the amount of the endowment is, what the fees paid by the students are, and we decide on those two points whether the school is one that the Department can help or not. If the endowment is over 300*l.* a year clear we make no payment on the earlier stages of mathematics, which we assume would be covered by the endowment.

10,131. But surely a rough and ready rule of the amount of endowment would be difficult to apply, because it might well be that the school with 300*l.* a year and a very large number of pupils was really less well endowed than a smaller school with 300*l.* a year?—That is so. That

is the reason why we consider each case on its merits, but that is the broad rule upon which we deal with it.

10,132. Therefore the 300*l.* a year rule is not an inflexible rule?—It has been adhered to in the immense majority of cases.

10,133. What reference do you have to the fees which the pupils pay?—If the fees are over 6*l.* a year we may sometimes refuse to pay on the earlier stages of mathematics.

10,134. Is it only upon mathematics or upon other branches of science?—Only upon mathematics.

10,135. As regards such sciences as chemistry or physics for instance you do not apply this principle to the amount of the endowment and the fee?—No; I may say that what we have gone on is the principle which is contained in a large number of the schemes sanctioned by the Charity Commission. All those schemes that we have seen provide for the teaching of mathematics; they also provide, in the immense majority of cases, for the teaching of natural science, but they do not specify any particular natural science; consequently as they specify mathematics we assume that a certain amount of mathematical teaching must be covered by the endowment, and on that we refuse to pay.

10,136. You look upon that as a necessary element in Secondary Education which these grants were not intended to deal with?—In the case of those schools which are already provided for with this minimum amount of endowment.

10,137. Where there is no endowment you do not apply that principle?—No. We might of course apply the principle of fees: that is to say, supposing a school had no endowment, but had very high fees we should also consider the question as to whether we should pay on mathematics or any other subjects. (*Mr. Redgrave*). All. (*Mr. Buckmaster.*) Supposing the fees were 10*l.* or 12*l.* a year it might be considered that that was a case where the Department's grants ought not rightly to be given.

10,138. There you would consider that the scale of fees showed that the pupils belonged to a class which did not require Government aid?—Yes.

10,139. Does that often happen?—Not very frequently. The main case in which it has happened is in the case of proprietary schools.

10,140. (*Dean of Manchester.*) It would happen to the Manchester Grammar School, would not it?—No, the fees are 6*l.* a year—guineas perhaps.

10,141. Are you not aware that they are 12*l.*?—We have never raised any difficulty in the case of that school.

10,142. (*Chairman to Mr. Redgrave.*) What is your experience about that?—My experience is that we inquire into the status of the parents into all cases, and if we consider that the children attending the schools are the children of the classes debarred by our Directory, we point out that they ought not to claim grants.

10,143. On the ground that they are the children of a class of parents who do not require Government aid?—The children of parents whose incomes are 400*l.* a year and upwards.

10,144. And the Department deals with that not by an inquisition into the circumstances of the parents such as that of the Income Tax Commissioners, but it considers the fees which they pay?—We take that as a broad indication.

10,145. Is it in your experience that grants are being awarded to any considerable extent in the cases of children whose parents are well able to pay?—No, I think I may say generally that those classes are excluded from our grants.

10,146–7. Are there no proprietary schools aided by you chiefly used by children whose parents are in easy circumstances?—I ought, perhaps, to say that there are two processes that have to be gone through before a school gets grants from the Department in the case of these endowed or secondary

schools. They first of all have to satisfy us that the school as a school can be recognised: that is done by the fees and the endowment being considered. Then when their claim for payment comes in they have to satisfy us that the child on whom they claim is the son or daughter of parents possessing under 400*l.* a year.

10,148. How do you test the statements which they give you with regard to the income of the parents?—We test it, partly by relying on the certificate of the Committee which has to be formed for each school; and partly by our own investigations when we visit the schools as to the correctness of the statements they have made.

10,149. What investigation do you pursue?—We have before us a list of all the students in the school, with their addresses and the occupations of their parents, and of course it is very easy to see in a large number of instances if the statements of the Committee are correct.

10,150. Do you often find the statements of the Committee incorrect?—Very rarely. Of course it may have occasionally happened that we have paid on the children of parents whom we ought not to have paid upon by that rule, but the number of cases would not be a large one. In going through the lists we call the particular attention of the members of the Committee to the children of professional men or the children of manufacturers, or those of any grade that we think likely to be beyond the industrial grade. Of course we have to rely upon information given us by the Committee; we ask sometimes as to the rateable value or the rent of the houses in which they live; we endeavour to test these statements from time to time. I admit there is considerable difficulty in arriving at a conclusion on the point. Very often the children are children of widows, and in those cases we are lenient. You may take it that, as a general rule, we are careful in the matter of grants, and they do not go very often to the children of parents of the middle classes.

10,151. The difficulty, of course, is confined to schools of a certain grade, because in some classes of schools the presumption is that all the children belong to a class whose incomes are below 400*l.* a year, and, therefore, it is in a comparatively small number of schools that the question becomes of importance?—Yes.

10,152. Still, would not the investigation into the statements of the Committee require a much greater amount of time than you could give to it?—(*Mr. Buckmaster.*) It can be done comparatively quickly in a large number of cases. For instance, supposing one is inspecting a grammar school in a small town, we know a certain amount about the town, we know the names of a large number of the streets and the type of the houses in them, and it would be very easy in that case to see if the children were the children of parents who live in houses beyond a certain rental and rateable value.

10,153. The point is one of some interest, because it goes to another question which has occupied our minds a good deal, namely the question of the restrictions you can impose with reference to scholarships. Therefore any further light you can throw upon your methods with regard to it would be of interest beyond the matter in hand?—The responsibility is thrown by the Department mainly upon the Committee but also upon the Inspector.

10,154. How is the Committee to which you refer composed?—In the case of a grammar school it is very generally composed of the trustees of the school.

10,155. And in the case of higher grade elementary schools?—There the Committee would be composed either of the managers if it were a voluntary school or possibly of the school board.

10,156. Of course in all cases the Committee has, without any disparagement to its fairness, a considerable interest in taking a lenient view of the circumstances of the parents?—That is true, but it has also a greater interest in not being cut off the list of the Department by attempted concealment or omission to declare what it could have told us.

10,157. Have you ever cut off a school under those circumstances?—I do not remember an instance. I remember one in Ireland where the Committee refused to certify that the students on which they claimed belonged to the class that we could lawfully pay upon.

10,158. You mean the Committee showed itself very conscientious in that case?—It showed itself very averse to doing the duty it had undertaken.

10,159. What action did you take in that case?—We took the lists of students and marked them ourselves to the best of our ability.

10,160. In other words the Committee preferred to throw upon you the onus of saying who should and who should not have the grant?—Yes.

10,161. (*To Mr. Redgrave.*) Do you know of any case where there has been any difficulty?—I cannot say that I do. There is another matter which ought to be mentioned, that is that in certain classes, especially the evening artisan classes, if the bulk of the students belonged to the industrial classes, this fact would carry with it the possibility of teaching the higher grade students and also of paying on them. That, of course, does not refer to the endowed school question.

10,162. Take the case of a higher grade board school. What amount of inquiry would you consider necessary in such a school?—Any child attending a board school is by our Directory allowed to be paid upon. We make no question at all. The mere fact of attending a board school carries the power of earning a grant.

10,163. Even a higher grade board school?—Yes.

10,164. Would that apply to the Central School at Leeds?—Yes.

10,165. And the higher grade board school at Sheffield?—Yes.

10,166. Even although you might be aware that there was a considerable number of pupils whose parents belonged to the middle and upper classes?—Yes.

10,167. Taking the case of proprietary schools how would the Committee be usually composed?—(*Mr. Buckmaster.*) Mainly of governors: I ought, perhaps, to say that another restriction is applied to proprietary schools. Of late years when the number of proprietary schools in connection with the Department has showed signs of increasing we have required an assurance from the governing body that they will not divide any dividend, that is to say, that the proprietary school must not be worked for profit.

10,168. Do you mean that you exclude a dividend-paying school from the class of schools which could receive a grant?—Yes.

10,169. Therefore that would at once exclude such schools as those of the Girls' Public Day School Company?—Yes.

10,170. All your grants are given upon the results of inspections and examination, are they not?—Except as regards the organised science schools, in which we give a capitation grant in addition to an examination grant.

10,171. But still all the pupils in respect of whom a grant is given there have been examined?—Yes.

10,172. What do you understand by the term "inspection"?—I am afraid we understand a great deal.

10,173. Will you let us have an idea of how much is comprised in the term "inspection" as apart from "examination?"—We should visit a school and we should go carefully over its buildings and its appliances for science and art work; we should listen to the teaching in as many subjects as our time would allow; we should probably examine *vivâ voce* one class or more, also according as time would allow; we should discuss the time table and the relative time given to the subjects and whether they were taught all the year round; the qualifications of the teachers; the methods

of teaching, and generally the position that the science and art work took in the school time table as compared with other subjects.

10,174. You would of course examine the buildings and see whether they were satisfactory, I presume?—Yes.

10,175. Would you consider that it was essential that science teaching should be experimental; that it should not be merely bookwork, but appeal to the senses of the pupils at all stages?—Yes.

10,176. Has the time table of the classes in respect of which your grant is given to be approved by you?—No; not generally. We can only inquire as regards the whole time that is given to science or art work. We cannot approve of the whole time table of the schools.

10,177. I ask whether with respect to the particular science and art part of the work of the time table is approved by you?—We allow schools a very large amount of latitude in deciding what time they shall give to the subjects, but we should also suggest to the Committee, or the head master if we thought fit, that the subjects taken were unsuitable. or that the time given was insufficient, and if our hints were not acted upon we might have to proceed to more severe measures.

10,178. Would you feel that there was any risk of your grants having the effect of inducing the managers of the schools to give an undue amount of time to the science and art work considering that it was paid for and that the other work was not paid for by a Government Department?—I have only noticed that in rare instances.

10,179. But you do not of course test the other work of the school?—We cannot test that at present.

10,180. Therefore you are perhaps hardly in a position to judge as the result of your examination of the relative excellence of the literary and scientific sides, and the relative amount of pains which the teachers bestow upon the two respectively?—We cannot form any official judgment upon that point.

10,181. (*To Mr. Redgrave.*) What would you say upon that question?—Except in the case of our organised science schools, where to a certain extent we have the time table submitted to us, I quite agree with Mr. Buckmaster; we have not the power to see that the other side of the training is attended to properly or properly developed.

10,182. Therefore, I suppose, you would feel that to some extent your inspection and examination is necessarily a little onesided?—It is in that respect.

10,183. You would feel, I suppose, more at ease in dealing with those two schools if you knew either that your function extended to the whole school, or that there was inspection and examination applied to the literary side of it?—Yes, especially in those schools not subject to inspection of the other kind. But in a great many schools under us, for instance, the higher grade board schools, the examination test and the inspection does apply to the other side and it is generally very well done.

10,184. That would be the case in the higher grade board schools in respect of pupils who had passed the 7th Standard?—I think even in those cases Her Majesty's Inspector is asked to inspect the work.

10,185. But not officially?—No, not officially.

10,186. If he does it, he does it out of personal good will and interest?—Yes.

VALUE OF EXAMINATION CONDUCTED BY THE DEPARTMENT.

10,187. (*To Mr. Buckmaster.*) Have you anything to add with regard to "examination" as apart from what you have given us as included under the term "inspection?"—I think the possibility of having a general examination applicable to a large number of schools is an immense help to the schools. It enables one school to compare itself with another with much less difficulty than would be the case if the examination and inspection were done together by one officer. At present examination work is done simultaneously throughout the whole of the country.

10,188. That is to say, at centres to which the pupils are summoned?—Yes, on the same day and on the same papers; so that we get a possibility of comparing school with school and a large number of schools with other classes of schools in a way which we could not get if the examination and inspection of each individual school occurred at the same time, that is to say, supposing the Inspector was also the examiner and his inspection and examination were all the test to which a school had to look forward.

10,189. In other words, you mean you think that the simultaneous examination of a number of pupils from different schools adds something to the individual examination and inspection of each particular school?—Yes, and enables the school to judge of its position and progress better than it could otherwise do.

10,190. On the other hand, you would find, I suppose, that there were cases in which schools would not do themselves quite the same justice by their pupils in the examination, as they would by the inspection and examination which you carry out in them individually?—That would be the case with certain schools, no doubt.

10,191. And it would very much be the case with regard to particular pupils, would it not. There are particular pupils who would have a much better chance of acquitting themselves creditably in the inspection and examination at the individual school than they would in the central examination?—I do not think I should be prepared to admit that.

10,192. Would you not find that there might be a certain number of boys (and it would be still more true, perhaps in the case of girls) who did not do themselves justice in the central examination, and of whom you would form a favourable opinion when you took their work in the school itself?—I admit that if we are going to take the question of *vivâ voce* examination *versus* written examination, it is possible that some girls and boys would do themselves more credit in the *vivâ voce* examination.

10,193. (*To Mr. Redgrave.*) Have you anything to say upon that point?—No.

IMPORTANCE OF DRAWING.

10,194. I understand that you think (and I suppose this is a point on which you both agree), that there is a very considerable necessity in schools for giving prominence to drawing?—That is my conviction founded largely upon experience in visiting schools.

10,195. Do you think that drawing needs a still further recognition than it has yet obtained?—Yes.

10,196. You think more might be done?—Yes.

10,197. In what direction or by what means would you do it?—I think that drawing, especially in the higher grade schools and in the Secondary Schools, is very often rather too much of an amusement and not enough of an educational exercise. It is not taken seriously enough.

10,198. Do you consider that the method of examining in drawing at present is satisfactory?—Yes, as far as it goes I believe it is, especially the method of examining drawing under the Science and Art Department. A very large number of secondary schools do not avail themselves of any drawing examination. I think that so far as schools are examined under the Science and Art Department, a very valuable test is obtained, but I have had a good deal of experience outside the work of the Department in visiting public schools and other schools, and I find that in many of those cases, where there is no uniform test, the drawing is desultory and the teaching is consequently very poor and ineffective.

10,199. Why does the system of grants not avail to meet those evils?—The schools have not cared to place themselves under the Science and Art Department. Of course there is no compulsion and no necessity for doing so. In many cases they call in an outside body of examiners.

10,200. I thought you were speaking of schools that you visited as inspector?—I was speaking generally of secondary schools not in connection with the Department.

10,201. So that you were speaking not from any knowledge as inspector but from your general knowledge of what goes on in the country?—Yes.

10,202. Have you any observations to offer as to the mechanical drawing and manual work in the schools?—I have observed that, in those schools in which the drawing is taught methodically, and more especially in those schools in which certain handicraft benchwork is taken under the Science and Art Department, of course chiefly in our organised science schools, the drawing re-acts upon the work and the work, to a certain extent is a stimulus to the drawing, and very much better results are obtained in those schools, especially in mechanical drawing. I wish therefore to point out that the instruction in drawing should be made to relate to the manual work undertaken in the school workshop.

10,203 By bench work you mean such things as practical carpentry or metal work?—Yes.

10,204. Does Sheffield come within the inspecting district of either of you?—Yes. I have been to Sheffield, and I think Mr. Buckmaster has also. I have been quite recently and inspected the work in the higher grade school and the technical school.

10,205. Is it within your knowledge that the Science and Art Department grants are used in Sheffield to make all education free to all children who attend the higher grade board schools?—I have no doubt that the grants of the Science and Art Department help in freeing the education, because the grants earned are very considerable.

10,206. But it is not within your knowledge that that school is a free school up to the age of 16 or 17 for its pupils, the freedom for those boys who are beyond getting the grants of the Education Department being secured by the grants of the Science and Art Department?—No, that was not within my knowledge

10,207. Are there any other cases within your knowledge which resemble Sheffield in respect of the large sums that are paid in the higher grade board school to pupils who have passed the 7th Standard?—Many of the higher grade board schools earn very large grants under the Science and Art Department, but it is not in my knowledge that the mere fact of the earning of the Department grant is the factor in the free education of the children. I think that the Higher Grade School of Sheffield earns something like 1,000*l.* a year from the Science and Art Department.

10,208. (*Dean of Manchester*). Is that for day students, or evening students as well?—(*Mr. Buckmaster.*) Mainly day students.

10,209. (*Chairman to Mr. Redgrave.*) Can you give me the amount which the Sheffield school gets in respect of its day scholars?—1,171*l.* was the payment last year to the Central Board School at Sheffield, and the Technical school earned 602*l.*

10,210. Is that in addition?—Yes.

10,211. How much of that was for day scholars?—I think you make take it that nearly the whole of those grants were for day scholars.

10,212. Will you give me the same figures as regards Leeds and Manchester?—The Central Higher School at Leeds earned 3,049*l.* in grants.

10,213. Is that for day scholars?—I think those payments are almost entirely for day scholars; but I have no means of separating the amount here. You may take it that a very large proportion of that is for day scholars. In Manchester the Science and Art classes of the Central Board School, Deansgate, earned 2,251*l.* There would be more evening scholars in the case of Manchester than in the case of Leeds.

10,214. Can you give us the proportion of the day and evening schools in Manchester?—I can ascertain that and will send it in to the Commission. (*See Appendix No.* 4.)

10,215. You have both of you, of course, frequently had occasion to consider the function and place which the higher grade board schools are now holding?—Yes.

RELATION OF HIGHER GRADE ELEMENTARY TO SECONDARY SCHOOLS.

10,216. What is your view of the relation that the higher grade board school ought to hold to the expressly secondary schools of the place in which it is situate, taking the higher grade board school as being something which is on the border line between an elementary school and a secondary school?—That is a very difficult question and the correct answer to it varies rather in different parts of the country. My own view is that in many of the large towns a higher grade board school is quite a necessary adjunct to the elementary school, and that it is doing its work educationally perhaps as well as possible. But there are cases in which a certain amount of overlapping and a certain amount of competition is taking place between the work under the school board in the higher grade board school, and the work of the secondary school pure and simple. I have thought a great deal about this but I am not prepared to give a definite answer as to the proper position of the higher grade board school in all parts of the country. I think that in Wales now especially the higher grade board school is coming into dangerous conflict, or is likely to do so, with the new schools that are to be founded by the Intermediate Education Board. I understand that in Wales it is the intention to found 30 intermediate schools that will practically, in Cardiff and Swansea and some other towns, take away the work from the higher grade board schools. The higher grade board school at Cardiff is now doing good educational work and is earning considerable grants from South Kensington. If these new schools are to compete with it I presume that the higher grade board school in such a case would have to give way; a very similar state of things to that is arising in many of our large towns owing to the action of County Councils, either in founding and supporting the schools under the County Council or in aiding schools which are competing to a certain extent with the higher grade board school. It appears to me that it will be necessary very shortly to define clearly the scope of the work of the higher grade board school as an introduction to Secondary Education and to determine exactly what the legitimate work would be of the secondary schools created by the County Councils.

10,217. When you say "as an introduction to Secondary Education" do you mean that you look upon the higher grade school as a vestibule through which the pupil should pass into the secondary school, because that has hitherto not been generally the result?—The higher grade board school in its legitimate sphere is, I should say, an introduction to Secondary Education for the children who have been educated in the board schools.

10,218. You mean that children have passed from the board schools into Secondary Education through a higher grade school?—Yes.

10,219. Is it to your knowledge that that happens?—That happens in many places.

10,220. To a considerable extent?—In certain towns such a school as the Technical school in Sheffield gets a number of its pupils from the board schools at Sheffield.

10,221. Do its pupils go on into the secondary schools of Sheffield?—Yes, partly by scholarships and partly by the exertions of parents.

10,222. To any large extent?—To the extent of something like half.

10,223. (*Dean of Manchester.*) May we have a definition of a higher grade school in Wales? Do you mean an ex-standard school?—Yes, an ex-standard school.

10,224. Ex-standard pure and simple?—Yes.

10,225. (*Chairman.*) But it has been alleged that, so far as England is concerned, the process has been rather the other way; that is to say, that the higher grade school has come into the field of Secondary Education, and that its competition has pressed severely upon schools which were secondary schools pure and simple. Is that within your knowledge?—That is within my knowledge, but the fact is due to the position of the secondary schools, which hitherto has been a very poor and a very low one.

That has enabled the higher grade board school to compete with the secondary school. But my idea of a secondary school would be a school in which the pupil should complete his education at the age of 16 or 17.

10,226. Or in some cases at the age of 18?—Yes.

10,227. How on the whole would you adjust this competition or overlapping which appears to have arisen between secondary schools pure and simple and the higher grade board schools?—I should make the higher grade board school the means of admission into such schools as our organised science schools. I should make it a preparatory school for the organised science school, that school giving, in its three years' course as laid down in the Directory, what I consider to be a thoroughly good all-round scientific training for the boy up to the time of his leaving school.

10,228. But only a scientific training?—I am speaking now of the organised science schools for scientific training.

10,229. Take the case of the boys who show in the higher grade board school more talent for literary than for scientific subjects, where would they go?—I think the grammar school on the modern side or the endowed modern school should provide for such boys.

10,230. (*To Mr. Buckmaster.*) What is your view upon that problem?—I do not think I have noticed perhaps so much as Mr. Redgrave appears to have done any antagonism between the higher grade board schools and the secondary school. That a rivalry exists of course is obvious, but that one has suffered at the expense of the other I am not so certain. I could not I think call to mind any instance where a good secondary school has lost in numbers or in the capability of its students owing to the competition of the higher grade board school.

10,231. Is it not within your knowledge that in many cases the sons of parents who would have been quite well able to pay the fees of secondary schools do in point of fact resort to the higher grade board school instead, where they pay much smaller fees, or perhaps, as in Sheffield, no fees at all?—That is undoubtedly the case.

10,232. It has been put before us that *primâ facie* those boys might rather have been expected to go to the secondary school?—It is difficult to say what the possible intentions of a parent or a boy would be if a state of things existed which does not exist. As a matter of fact we have not found that the secondary schools show the falling off in the number of students which the competition of the higher grade board school would lead one to expect. The mere fact that a parent can get absolutely free education in the higher grade board school has not led to the depletion of the secondary school where he has to pay fees. Of course one individual parent may prefer one school to the other, but I doubt if the mere fact of the payment or nonpayment of fees is the main reason for a choice of one school rather than the other.

10,233. Still the difference of fee is very considerable between a higher grade board school charging on an average, I suppose, about 25*s.* a year and a secondary school charging from 6*l.* to 12*l.* a year?—Yes, and you would probably find an equal number of parents who would decide in one case for the 25*s.* and in the other case for the other school, on the mere ground of the higher fee.

10,234. That might be because they might think that the higher fee guaranteed a certain amount of social exclusiveness?—Yes, quite apart from the educational facilities in one case or the other.

10,235. In your view the social consideration would counter-balance the desire to have cheap education?—Yes, for a long time to come.

10,236. (*Lady Frederick Cavendish.*) I suppose you would say that it really depended on the excellence all round of the secondary school whether it held its own or not?—Of course, a bad secondary school would undoubtedly lose.

10,237. (*Chairman.*) But then you would probably say that a bad secondary school ought to lose in any case?—It ought to lose, of course.

10,238. Do I understand that you do not coincide entirely with Mr. Redgrave's view that this rivalry—we will not call it antagonism—exists and produces a considerable amount of what is called overlapping?—I do not think it has become a very serious question at present, because a large number of the higher grade board schools exist in towns where the secondary schools are either very few in number or are very inadequately supplied with resources; that is to say, the board schools have done work which otherwise would not have been done at all.

10,239. Have you any knowledge of the extent to which higher grade board schools have depleted, not the endowed schools of the place, but the private schools, and practically tended to extinguish or injure them?—I have known cases of private schools that have lost their pupils, but I do not know that I could at present recall many instances of cases where I thought that the private schools had better have been kept in existence.

10,240. You think if the private schools have suffered, it has been because of their own deficiencies?—It has been the weaker private schools.

10,241. Do you mean weaker in point of educational efficiency or weaker in point of resources to stand competition?—Weaker in point of educational efficiency.

10,242. (*To Mr. Redgrave.*) What do you say upon that point?—I think Mr. Buckmaster is quite right in the statement that this competition is not so acute because the school board has practically filled up a gap; but I still think that this competition does exist.

10,243. I ask you particularly with reference to the effect upon private schools?—I think the secondary private adventure schools, especially in the smaller provincial towns, were very inadequately doing their work and that in those cases probably the higher grade board school is providing better instruction than the secondary schools and to that extent is doing better work and is legitimately crowding them out.

10,244. (*Dean of Manchester to Mr. Buckmaster.*) I have no doubt you had in your mind the condition of things in many of the large towns of Lancashire when you spoke of the higher grade schools having really filled up what was a notorious gap?—In Lancashire and the north of England generally.

10,245. (*Mr. Cockburn to Mr. Redgrave.*) Are there any examples present to your mind of the cases you are speaking upon now where the rivalry is unsatisfactory or where the overlapping is unsatisfactory and wasteful? From what you are speaking?—I think that in large towns like Nottingham and Derby the higher grade board schools are perhaps competing rather unfairly with other educational institutions in the town. I mean the rate-supported schools.

10,246. Which were in existence first?—The secondary schools.

10,247. (*Dean of Manchester.*) Do you mean the grammar school at Nottingham?—Yes, I should put that as one.

10,248. What other school at Nottingham?—There is a school called the People's College at Nottingham which has been practically taken over by the school board now. I think that institution was crowded out by the action of the school board, not perhaps unwisely, but I think that is a case in point.

10,249. Do you adhere to your reply to my former question as to the Welsh higher grade schools being strictly ex-standard schools. Do not some of the higher grade schools in Wales include the 5th and 6th Standards?—That is the case. They are graded schools very often.

10,250. Then they are not strictly ex-standard schools?—You would modify that?—Yes, I would modify that.

10,251. Do I understand that you would remove the organised science school from the higher grade school?—Yes, that was my view. There is at present a difficulty in the administration of the organised science school when it forms a necessary part of the higher grade school, because there is much overlapping in the work. Our view is that the organised science school should receive the 7th Standard scholars—that the 7th Standard scholars should pass into the organised science schools, but I find that in many places where an organised science school exists in the same building and under the same roof with a higher grade school even children of the 6th standard are passed into the organised science school, partly because of the larger grants they can earn in that school, and I think it is to the disadvantage of the child that it should enter the organised science school before it has completed the 7th standard, especially in the case of girls.

10,252. Do you think it would be a distinct calamity to allow children in the 6th standard to go into the organised science school provided they had sufficient capacity, that they were not crammed, and that the Science and Art Department did not expect too much from them?—I think if there were safeguards against the difficulties that you have mentioned the children might pass earlier into the organised science school. I think, however, it is distinctly advisable that they should continue in the standards until they have completed the 7th standard, before taking up the purely scientific work in the organised science school.

10,253. (*Mr. Cockburn.*) Would not the rectification and the remedy for this matter be a purely departmental negociation between your Department and Whitehall?—I think so.

10,254. And as two Government Departments you might arrange this matter between yourselves? It is in your hands and it is within your scope and power to effect this remedy?—I think it is entirely within the scope of the Departments. I do not know why it has not been attended to.

10,255 (*Sir John Hibbert.*) I should like to ask whether the grievance or complaint you make is really as large as one would gather from your statement. Does what you have mentioned with regard to Sheffield apply to many other towns?—I think the difficulty exists more or less acutely wherever there are organised science schools conducted by school boards or school managers. We have altogether 93 organised science schools under the Science and Art Department, and I think that probably about 50 of those schools would either be in connexion with higher grade voluntary schools or higher grade board schools.

10,256. Then your statement would, more or less, refer to those 50 cases?—Yes, that would be so.

10,257. (*Mr. Hobhouse.*) When you spoke of the overlapping in Wales between the new schools established by the County Councils and the higher grade board schools did you refer to any other cases than those of the large towns Cardiff and Swansea?—No, only in the large towns of Wales. I have not had any experience in other towns.

10,258. And in those towns could the difficulty have been got over if the County Council had fixed a somewhat higher scale of fees for their schools?—These schools are not actually in existence yet, and therefore the competition is only a dreaded one.

10,259. The schools exist on paper?—Yes.

10,260. But still you think that the outlines of the schools as drawn on paper are such that there may be undue competition in the future?—Yes.

10,261. The question I put to you was whether this is due to the County Councils having fixed the fees too low and struck rather too low down, if I may so put it, in the class to which they offer education?—I think the new intermediate schools are really offering an education identical to that which is given in the higher grade board schools. I do not know whether

it is a question of fees or not. It seems to me that it is a question of two bodies competing to carry out the same work.

10,262. The overlapping would be rather in the kind of education given than in the scale of fees?—Quite so.

10,263. (*Mrs. Sidgwick.*) When you spoke of higher grade board schools as preparatory for secondary schools you meant specially for technical schools, did you not?—Yes. My evidence relates really to technical schools of which I have had experience.

10,264. (*Mrs. Bryant.*) I do not know whether this fact has come within your knowledge or observation, but with regard to the higher grade schools taking away scholars from the secondary schools, have you thought of applying this test either as a matter of impression or exact observation: that the effect would be to raise the average age in the secondary schools by raising in the first instance the age or entrance?—I think it would have that effect.

10,265. Have you observed it at all?—No, I have not observed that it is so, but I imagine that that would be the effect.

10,266. (*Mr. Yoxall.*) You said, I think, that in your opinion the Sheffield technical school took from the board schools. Do you mean from the higher grade board school?—Yes.

10,267. You refer now to the senior part?—No, I referred more to the organised science school division of the technical school.

10,268. What is called the junior school?—Yes. The senior school is really a metallurgical school with a comparatively small number of pupils but doing very advanced work. I was speaking of the junior division of the technical school at Sheffield.

10,269. But the junior technical school at Sheffield is doing very much the same kind of work as the higher grade board school at Sheffield, is it not?—Very much, and I think it is frequented by very much the same class of boys.

TRAINING AND QUALIFICATIONS OF TEACHERS UNSATISFACTORY.

10,270. Only fees are charged in one case and not in the other?—Yes.

10,271. (*Chairman to Mr. Buckmaster.*) Can you tell us anything with regard to the qualifications and previous training of the science teachers in the schools which you inspect?—We have such a large number of various qualifications to look to.

10,272. Can you tell me, for instance, what proportion of them have received their training in training colleges, and practised in elementary schools, and what proportion of them are university graduates, and so on, speaking roughly?—Are you referring to secondary schools?

10,273. I am referring to schools which you inspect other than elementary schools, and other than evening schools?—Of the higher grade board school teachers of course, only a small number are university graduates. Of the schools other than higher grade board school the larger number are university graduates.

10,274. When you say university graduates, do you mean graduates of the teaching Universities of Oxford and Cambridge, and the Victoria University?—I refer to the graduates of any University. The proportion of Oxford and Cambridge men is possibly smaller than the proportion of men from the other universities, but it is an increasing proportion. For instance, I should say, that the majority of the science masters of a large number of the grammar schools connected with the Department are Oxford and Cambridge men.

10,275. Is there any considerable number who have neither received their training in training colleges nor, on the other hand, studied at Universities but who have come direct from technical schools and institutions?—Not a large number. There is a certain proportion. I should say a small proportion.

10,276. I suppose you would say that since 1881 the efficiency of the science teachers has been steadily rising?—Yes.

10,277. Have you observed any deficiency, speaking broadly, in what may be called their attainments in theoretical science as opposed to applied science, or do you think that their mastery of theoretical science is satisfactory?—I certainly do not consider the attainments of the average science teacher throughout the country satisfactory.

10,278. I was not putting the question so generally as that, but comparing their efficiency in respect of what may be called practical science and of what may be called theoretical science, do you consider that they are more efficient in respect of the practical branches of science than in regard to theoretical knowledge?—I should say that it is the theoretical knowledge that outweighs the practical.

10,279. In other words they are better prepared as regards the theoretical side than as regards the applied side?—Yes.

10,280. (*To Mr. Redgrave.*) Is that your opinion?—That is my opinion also.

10,281. You are of course not able to form an opinion as regards their progress apart from science subjects?—No, that is the only part that comes under our observation.

10,282. What do you say with regard to the efficiency of the teachers of drawing. Do you consider that also to be improving?—I think we may take it that the qualifications of the teachers of drawing are improving, but I think more slowly than with regard to science.

10,283. Do you consider that either as regards teachers of drawing or science teachers there is any need for better training in the principles of the art of education, than they have hitherto generally received?—I think that would be of the greatest possible value. Our teaching certificates are only indicative of the fact of having passed an examination. It would, no doubt, be a great advantage if proper qualifications for teaching could be attained in some way or other.

10,284. My question referred rather to provisions for giving the teachers of science a more complete instruction in the theory and art of teaching, especially with a view to scientific subjects, than they now generally receive. I want to know whether you think that that is a practical necessity?—I think it is.

10,285. (*To Mr. Buckmaster.*) What do you think?—I should think it stands on almost the same footing as the teaching of other branches.

10,286. We have had evidence with regard to other branches, but we look upon you as particularly valuable witnesses with regard to the science branch, and therefore I am anxious to elicit all you have to say upon this head?—I should agree with Mr. Redgrave that it would be very desirable if those who are going to be engaged in teaching science should have some preliminary training in the actual methods of teaching.

10,287. Should you say at present that regarded simply as masters of the art of teaching, they were more effective in teaching theoretical science or in teaching applied science?—There is so much more theoretical science taught than applied science. The majority of our teachers of applied science are not trained teachers in any sense of the word at all.

10,288. Is there not a good deal of applied science teaching which you test?—Yes, but it is mainly in the evening school and not in the day school.

10,289. What do you think of what may be called the *technique* of the teaching of applied science. Would you be satisfied with it, or do you think it capable of considerable improvement?—I think a very large proportion of the teaching of applied science is extremely well done.

10,290. I am speaking of all the science teachers with whom you come in contact?—Taking the whole mass of science teachers connected with the Department they would fall roughly into two classes: those who are trained elementary school teachers or university men, and those who being practically employed in an industry have taken up the teaching of

the applied science bearing upon that industry in their spare time. The latter class of teachers excel in the applied science, but the former class would excel in the teaching of the theoretical science. I should say that a large number of the class of teachers of applied science teach extremely well. It is knack to a great extent; and also there is the fact that those who could not teach have dropped out in the competition. A man employed in engineering works, teaching machine drawing and applied mechanics in the evening, would find that unless he could teach, his class would fall away and in another year he would have no opportunity of teaching at all. But a man who can attract students to him is the man who can teach. Attendance at these schools is so purely voluntary, and the students who go are so purely connected with the industry, and know so accurately what they want to be taught, that if a man cannot teach they drop away at once. That applies to subjects like machine drawing, applied mechanics, the principles of mining, practical metallurgy, and so on. I am including in this not so much the teaching of the handicrafts as the teaching of the scientific principles applicable to the handicrafts.

COUNTY COUNCIL REPRESENTATION ON GOVERNING BODIES AIDED BY GRANTS.

10,291. Your view, I understand, is that as regards secondary schools the existing endowments and the fees that are charged would hardly be enough of themselves to enable efficient scientific instruction to be provided?—I find that a large number of grammar schools throughout the country are simply starved for want of funds.

10,292. That is especially with reference to scientific teaching?—Yes. It is only the scientific teaching I should officially speak of, but the same is true, of course, as regards their whole work.

10,293. You say that specially refers to scientific teaching?—Yes.

10,294. And it refers of course also to the expense which is necessarily involved in the provision of scientific apparatus?—Yes.

10,295. Science teaching in that respect is more expensive than literary teaching?—Undoubtedly.

10,296. Are you in a position to give us any comparison of the salaries paid to science teachers and the salaries paid to teachers of literary subjects?—I should not like to give any opinion upon that question.

10,297. It might be alleged that the greater cost of teaching science in respect of apparatus was to some extent balanced by the fancy prices that have to be paid for the teaching of some literary subjects. That has been suggested to us. Have you any opinion to express upon that?—I have never come across any instance of that kind.

10,298. (*To Mr. Redgrave.*) Have you met with any instances of that kind in the course of your experience?—I cannot say that I have; but upon this point I might mention that many of the endowed schools and grammar schools are being greatly helped at the present time by grants from the county councils from the local taxation money, and the governors are, out of such grants, equipping and furnishing laboratories and paying science teachers. (*Mr. Buckmaster.*) I may say that in the two schools in which I have been science teacher I was not paid less than my colleagues who took literary subjects.

10,299. Have you any suggestions to make with regard to the best way of using local funds to assist Secondary Education?—I think that wherever local funds are applied to an existing school the persons responsible for giving the local funds should be largely represented on the governing body. That is to say, that the control exercised by the persons responsible for the local funds on the school should be a continuous one, and not merely limited to inquiring once a year what they have done with the money and what more they want for the next year.

10,300. That would point to a more constant control than is exercised now by the county council committees?—Yes, in some cases.

10,301. (*Mr. Cockburn.*) You do not mean that a county council should have a controlling authority over schools in all departments of the school work outside and beyond what may lie within the curriculum taken up

or possible to be taken up by the money they give?—I may say that there is a suggestion that we made some time ago that the Charity Commissioners should agree to alter their schemes and to put members of county councils *ex officio* on the governing bodies of schools which the county councils help. That would meet my views.

10,302. (*Mrs. Bryant.*) That is not enlarged representation?—No, but that is a representation. I did not mean that they were necessarily to have a majority.

10,303. (*Dean of Manchester.*) That representation of which you speak would be intended to be a representation for all the purposes of the school?—Yes, undoubtedly.

10,304. Not merely for the administration of those particular funds?—No.

10,305. (*Mrs. Bryant.*) And you would not make the representation large, of course?—It would have to depend upon the circumstances of each individual case. Where the county council gave the majority of the money they would have the majority of the representation.

10,306. (*Chairman.*) The rating power is now comparatively little used?—(*Mr. Redgrave.*) It is, because of the large funds distributed through the Local Taxation and Excise Act.

10,307. Since that Act was passed in 1890 the necessity for rating is supposed to have practically disappeared?—Practically it has.

10,308. Have you any observations to offer upon this last branch of the subject?—I think it is very necessary that where public funds are devoted in this way for the purposes of secondary schools there should be some inspection and examination test besides the mere representation on the governing body. I think that the sending of one, two, or three members of the Committee is insufficient; there should be some stipulation that the effect upon the school work should be tested officially.

10,309. (*Mr. Cockburn.*) Tested by whom? Would you say tested by the county councils themselves?—I hardly think it should be by the county councils. I think it should be by the Government.

10,310. (*Sir John Hibbert.*) But if you take the county council money should they not have the power of inspection?—I think they should have the power of nominating the inspector.

10,311. (*Dr. Wormell to Mr. Buckmaster.*) In the six kinds of schools that you mentioned, endowed schools, higher grade schools, and organised science schools, is it not true that in most cases the organised science school is a branch of either the higher grade or the endowed school?—In a very large number of cases.

10,312. Am I right in thinking that you suggest it would be preferable for the organised science schools to be distinct?—(*Mr. Redgrave.*) Only in the case of an organised science school attached to a higher grade board school or a higher grade voluntary school.

10,313. Not in the case of the endowed school?—No.

10,314. I suppose the notion and scheme of the organised science school arose at South Kensington?—I think entirely.

10,315. Has that notion in any way gone away from the original form?—It has been modified from time to time, but not, I think, to such an extent as to be a departure from the original form.

10,316. (*To Mr. Buckmaster.*) Your examinations, I think, are all held about May. Is not that the case?—Yes.

10,317. Do you think that is the best time of the year?—It is the time that has been found to be most generally suitable.

10,318. At the present time does it not lead to certain schools working hard in their science subjects in the early part of the year, and then neglecting them altogether from May certainly on to October?—That may

be the case in certain schools. (*Mr. Redgrave.*) I am afraid that would happen whenever the date of the examination was fixed.

10,319. Unless some general arrangement with regard to the times of the examinations was made. I was going to ask you whether you thought it advisable to bring the various examinations into a certain amount of relationship by fixing the times at which they were held?—I may state with regard to the date fixed for our examinations that it no doubt was originally fixed as being a most appropriate time in connexion with our evening school work, which goes on practically from October to April. The students who have been attending the evening classes are then thinning off and preparing for their long summer evenings, and it has been found that if the examinations were held later than May we should have a great difficulty in securing the attendance of students. I quite admit that it is possible to choose a better date for the examinations if we take into consideration the requirements of the day schools and secondary schools, but I do not know, whether it would be possible to distinguish between the evening schools and the most suitable time for their examinations, and the day schools and what would probably be better, adapted for the day school work.

10,320. You do not think then that it would be best on the whole to divide your examinations into two sets and hold them at different times?—I have often thought that that would be the best solution of the difficulty, and if it were not a question of expense I think, probably, it would be done.

10,321. Do you think the new arrangements of the Department will afford adequate inspection for all the secondary schools that you at present aid?—(*Mr. Buckmaster.*) I merely call the new arrangement the fact that there was an increase in the inspectorial staff, which would enable more inspection to be done and more time to be given to each inspection.

10,322. Your notion of what is called in your précis "a system of inspection" is something beyond what you are able to carry out at the present moment?—I meant in my suggestion of that "general system of inspection," that it should be one applicable not merely to schools which asked for it, as is at present the case, but to all endowed schools. (*Mr. Redgrave.*) I may say that the inspectorate has been very largely increased by the Vice-President, especially with a view to this more detailed and searching inspection. A very large part of the inspection under the Science and Art Department has hitherto been done by acting inspectors, who are merely employed for a time for a certain district, and whose services then terminate. Now, in future the inspectors under the Science and Art Department will be permanent officials, each with a certain district to supervise, and with all the schools of that district under his charge.

10,323. (*Mr. Lyttelton.*) Would you mind telling us what has been your educational experience?—I was educated first at Chester School, which was a branch of the Chester Training College conducted by the Rev. Mr. Rigg. From there I went to a *Realschule* in Dresden, and I was there for two years. I then returned to England and studied at King's College, and at the Science and Art Department.

10,324. (*To Mr. Buckmaster.*) What has been your educational experience?—I was at Ashby Grammar School for four years; at the university for four years; and a science master at Magdalen College School and at Llandovery School.

10,325. I think you said that there was some examination that you carried on orally. You examine classes orally?—Yes.

10,326. Have you found that the results you so gather in any way conflict with the results gathered from papers?—Not in the general result. It might do so, and of course it does do so in individual instances.

10,327. Would that be more in the case of boys or girls?—I have not noticed a difference in the one case more than in the other.

10,328. (*To Mr. Redgrave.*) Have you anything to say about that?—I think the boys answer better under those circumstances than the girls. There is more nervousness and shyness in the case of girls in the *viva voce* examination.

10,329. You spoke of inspection of buildings. Does that include sanitary matters?—No. We only have to inspect the buildings in so far as their fitness for science and art teaching is concerned.

10,330. (*Mr. Llewellyn Smith to Mr. Buckmaster.*) With regard to the representation of local authorities on the governing bodies of these schools, has your experience been such as to lead you to think that such representation has been useful to the schools? I mean the representation that is provided for under the Technical Instruction Acts. Have the members appointed attended, and has it made any material difference?—I think in certain cases it has made a great difference.

10,331. Have you cases in your mind?—Yes. I was thinking, for instance, of the Northampton Grammar School, which has been entirely reorganised owing to the representation on the governing body of the county council and the town council.

10,332. For all purposes?—For all purposes.

10,333. (*Mr. Hobhouse.*) There has been a large endowment made there by the local authorities, I believe?—A large annual grant.

10,334. (*Mr. Llewellyn Smith.*) It has been suggested by some people that such representation is not a very efficient means of influencing a school, because the members of a local authority being busy people find it difficult to attend. Can you throw any light upon that from your experience of meeting these bodies?—I find that it is often the busy people who attend most regularly.

10,335. (*To Mr. Redgrave.*) Do you agree with that?—I have not had so much experience as Mr. Buckmaster has had in meeting the governing bodies of those institutions, but I agree that the new blood that has been brought into the governing bodies of those institutions by the representatives of county councils and county boroughs has certainly been of advantage in many cases.

10,336. (*Dean of Manchester to Mr. Buckmaster.*) You spoke of the local committees. Do you find that the local committees are generally active in the discharge of their duties? Have you ever made it the subject of inquiry whether they are in the habit of attending the meetings or not?—We always have to inquire into that matter. One of the first questions that we inquire into is, how far the committee fulfil the duty of visiting and keeping an eye on the general circumstances of the school.

10,337. I was especially thinking of their purview of the grant, as to whether it went into the right quarter or not. You have told us a good deal about the persons who receive the grants. Have you found that these committees really look sharply after that?—In an increasing number of cases the committees take the whole financial responsibility of the school, and of course deal at their own pleasure, subject to our approval, with the grant.

10,338. And you think that the children of parents who are generally what is called, well to do, are not to a large extent the recipients of these grants?—Not in cases where the committee have to make the assurance to us that they do not belong to the classes that we ought not to pay upon. You see there are six different categories under which students can be classed for payment upon the Science and Art Department. Only one of these categories deals with the question as to what the income of their parents is. For instance, at any higher grade elementary school the question does not arise at all. All students at an elementary school under the Education Act are *ipso facto* qualified to be paid upon by our Department.

10,339. (*Mr. Hobhouse.*) Would you mention at this stage the six categories you allude to?—Persons in receipt of weekly wages and their

children; the teachers andpupil-teachers of elementary schools; persons in receipt of less than 400*l.* a year and their children; scholars in public elementary schools; students in organised science schools; and members of night classes for industrial students. Those are the six different categories, and if a student can be classed in any one of those categories he may be paid upon.

10,340. (*Dean of Manchester.*) With regard to the children in the higher grade schools, do you not think that the determining factor in sending children to such higher grade schools is the circumstance that the curriculum is largely adapted to the purposes of their future career. Is it not that the higher grade schools are providing the sort of education which the people in those large towns want?—I should say that that was the case.

10,341. Would you not think it was rather a dangerous experiment to try and traverse that desire on the part of those persons by any extensive interference with the work of such schools?—Personally I am not prepared to suggest at present any interference with the work of the higher grade schools.

10,342. (*To Mr. Redgrave.*) I think you rather would desire to modify the present arrangement of higher grade schools?—Only in so far as the higher grade school is regarded rather as the end of an education for the class for which it is intended, than as an introduction also to a secondary school. I think the higher grade schools are doing admirable work, but I should look upon it partly in the nature of preparatory work for a school beyond a higher grade school.

10,343. You do not think that it may be regarded from the two points of view; either as so to speak the end of elementary education or the beginning of secondary education?—I think it can be so regarded, and I believe that for a very large number of the children it may be regarded as the end of school life, but my only objection was to regarding it as wholly such.

10,344. You have evidently studied the question of correlation. I suppose you think that with the conflicting interest in the educational world at the present moment, correlation is quite within reasonable compass. Is not that the case?—I think so. It only requires mutual concessions and some slight effort to make such correlation perfect.

INSPECTION AND EXAMINATION OF SECONDARY SCHOOLS.

10,345. (*Sir John Hibbert to Mr. Buckmaster.*) I understood you to suggest a general scheme of examination and inspection for secondary schools. Do you mean that to apply to all schools whether they receive aid or not?—Yes.

10,346. I suppose many of those secondary schools are now inspected by your Department are they not?—Yes.

10,347. Would you contemplate a new system of inspectors in addition to your own?—I think the unnecessary multiplication of inspecting bodies or Government Departments would be an evil.

10,348. Judging from what is going on at the present time is there not rather a waste of public money in this way, that you have two systems of inspectors going round to elementary schools, one set for examining the results for the usual subjects and the other for elementary drawing? Does not that lead to a certain amount of waste?—It may lead to a certain amount of waste of inspection, but it also leads to a certain economy of time, and the two points have to be considered in making any change.

10,348*a*. You have two sets of inspectors travelling over the country and going to the same place, have you not?—Yes.

10,349. Would it not be possible to have some other system by which public money would be saved and still to attain your object in a satisfactory way?—I think that the larger you can make the number of visits to a school during its school year the better, within reason, and therefore the fact that two sets of inspectors go to the same school, is not entirely a bad thing for the school.

10,350. Have you anything to suggest with respect to the general system of inspection of secondary schools, whether it should be done by one set of inspectors, or by a dual set?—If it is not trespassing beyond my province, I think there should be one official department which looks over the whole educational work.

10,351. (*Mr. Cockburn.*) Following up the last question is not the examination of your drawing all conducted by South Kensington except Standards 1 and 2?—Yes.

10,352. So that these inspectors that are alluded to as duplicating this work really do no more than Standard 1 and 2?—That, and listening to the teaching and seeing the appliances for the drawing.

10,353. (*Sir John Hibbert.*) But your inspection of secondary schools could not be carried on at South Kensington, supposing it to be given to you. The inspectors must go to the place and visit the school?—Undoubtedly.

10,354. Do you propose that the funds applied in aid of secondary schools should be local or Imperial?—I think that local funds should be applied before Imperial funds; that is to say, that it would not be desirable to give large Imperial funds to a school unless local funds were also forthcoming.

10,355. Would you make that a condition?—I should make that a condition for the purpose of securing local interest.

10,356. Looking at the large increase of the grants for the Science and Art Department would it be possible to squeeze out some of that money for this new purpose?—It is being squeezed out for that purpose.

10,357. For literary purposes?—No, but so far as the organised science school is concerned, the increase of a capitation grant covers the whole curriculum.

10,358. Both literary and scientific?—Yes. (*Mr. Redgrave.*) We are under the Department cutting off the elementary stage payments also.

10,359. You have done that since the county council grants were established?—Yes.

10,360. I see that the direct payments in five years for science have increased from 99,000*l.* to 122,000*l.*, and the direct payments for art have more than doubled; they have increased from 88,000*l.* to 183,000*l.* I presume the latter is owing to the payments for elementary drawing?—(*Mr. Buckmaster.*) Yes, drawing having become compulsory.

10,361. What would be the cause of the great increase under the head of science?—I think you will find it is the increase in the number of students, especially those taking up the higher branches of the work.

10,362. I have heard it said (I do not know whether it has been said in this room or not) that the money to be obtained from the Science and Art examination is too easily got by the students who succeed in getting those prizes. Is that your opinion?—I do not think the teachers think so.

10,363. The teachers in the schools of course wish to get as much as they can. I should like to know what your opinion is?—I should say that the money is not too easily got.

10,364. Have the conditions for obtaining the money been made more stringent in any way during the last few years?—The examination standard has necessarily risen. The knowledge that was required for a pass 10 or 12 years ago certainly would not secure a pass now, but that is due to the increase in efficiency and knowledge among the students.

10,365. (*Mr. Cockburn.*) Is that distinctly the case in your elementary drawing school too. Are you raising the standard there?—I should say that the standard of attainment in drawing has also increased.

10,366. (*Sir John Hibbert.*) Do you think there is room for more stringency in the conditions, particularly in the science subjects?—I think certain science subjects perhaps require somewhat different treatment from

others. In some subjects I think the grants earned are earned with extreme difficulty. In other subjects of course they are earned with more ease. That depends to a certain extent upon the nature of the subject itself.

10,367. Do you expect any advantage to arise from the new system of placing inspectors in the localities instead of their being central?—We hope to keep more in touch with the work being done in the schools.

10,368. Will they visit the schools from time to time?—Yes. We hope that they will visit the schools, in fact that they will spend most of their time in visiting schools.

10,369. (*Mrs. Bryant to Mr. Redgrave.*) I understood you to say that you thought that if a number of inspectors were appointed for secondary schools in addition to such work as is now done by South Kensington, they should be appointed by Government?—Yes.

10,370. But since the local authority supplies the fund, it would be necessary to satisfy the local authority, especially as to the efficiency of the schools. How do you reconcile those two positions?—I think that if the Government undertook the inspection the local authorities would fall in with that view of the case.

10,371. And accept the report?—Accept the report from the Government inspector.

10,372. Your idea would be that the inspector should be appointed by the Government, and that he should report to the local authority as well as to head-quarters?—I think that the local authorities should have copies of his report. That is already done in fact to a certain extent. The Department of Science and Art have already offered copies of the reports of the inspectors of the science and art work going on at the present time, and I think that in very nearly every case the county boroughs and the county councils have accepted the offers of the reports of the inspectors and in many cases they are shaping their grants and awarding their payments to the schools in accordance with the verdict of the Department inspectors.

10,373. So that they are utilising the inspectors of the Department for their work?—Yes.

10,374. (*Mr. Cockburn.*) You have lately had a new regulation with regard to the number of hours to be given to science?—Yes; in organised science schools the time is reduced from 15 hours a week to 13 hours a week for science and art subjects.

10,375. What is the object of that reduction?—It is in order to give the schools more opportunity for the literary work and especially for modern languages.

10,376. And you retain no control as a Department over the remaining hours beyond the 13? They may be devoted to any subjects that the governing body think proper to devote them to?—That is so at the present time.

10 377. Now in our secondary schools and organised science schools aided by the Department, roughly speaking, less than half of the total school-time per week is claimed by the Department?—It was intended that 13 hours should be half or approximately half. I think you will find that most of the organised science schools show 25 hours of teaching per week.

10,378. Has this been led up to by any evidence of the starving of the literary work in the organised science schools?—It has been led up to by representations that have been made to us that we were taking too much time for science and art work, and that the schools were unable to devote an adequate portion of their time to literary subjects. It has been frequently a matter of complaint by parents that too much time was being given to science in these schools. Personally, I have not found this to be the case.

10,379. But I understand you deplore, if it is not too strong a word, the South Kensington Department and the Whitehall Department covering the same ground in Standard VI. and Standard VII. That is the only interval where the two Departments do come together by any possibility?—Yes; I think there is some overlapping between the Departments there.

10,380. But no payment for the same subject?—In making our payments we always inquire into the subjects taken by the student at Whitehall, and if a grant has been obtained from the Whitehall Department during the same year, that grant is deducted from any payment that we may make. The 4*s.* for a specific subject is deducted from the amount of grant given for the pass in the elementary stage or the advanced stage under us.

10,381. And you take security that the two Departments do not pay for the same work?—We endeavour to do so.

10,382. The suggestion has been made to us that schools might be graded into three steps beyond Standard VII.; that is to say, have three more standards up to Standard X., and that Whitehall should go on paying on those, and South Kensington do the same for their subjects. If at present there be one standard only covered by both Departments, would that suggestion which has been made increase the difficulty or the objectionable features which you have deplored in Standards VI. and VII.?—It seems to me, on the face of it, that it would, but I have not thought of it very much. I imagine it would.

10,383. That would not be a wise proceeding, in your judgment?—I think it would entail departmental difficulties.

10,384. (*Mr. Sadler to Mr. Buckmaster.*) Do you think that the provision of laboratories and apparatus makes scientific instruction necessarily expensive in comparison with some other kinds of instruction?—Undoubtedly, I think it is more expensive than either purely mathematical or classical instruction.

10,385. Suppose it were intended to provide Secondary Education for some children in the country by putting a secondary top to the primary school, do you think that that expense of scientific education would practically drive us to suggesting some other form of instruction rather than scientific as the chief subject of education in those schools?—I think there is a certain tendency to shirk giving science instruction, on the ground of expense, and there is undoubtedly a tendency to teach it too much by mere bookwork on account of the expenditure of time and material involved in experimental teaching.

10,386. Suppose you had a schoolmaster in a village giving secondary education to a few children, would you recommend that the chief subjects of instruction should be mathematical and linguistic rather than scientific, because of the expense of providing scientific instruction for such a small number of children?—I think we have to consider the children first of all before we consider the question of expense.

10,387. Quite so; but the question of expense will have to be borne in mind of course?—It might be possible in the case of a few children where it was impossible to supply them with the necessary equipment of science training in their own locality, to draft them to another centre.

10,388. But I am thinking of the education which we want to give to small groups of children perhaps in their own village. You were saying that the expense of laboratories tends to make the scientific education somewhat less truly scientific than it should be. Do you find in your experience as an inspector that any large proportion of the pupils in studying science get up and reproduce matters of fact from text-books?—There is a great deal too much learning by rote. Of course it is the easiest method to teach, and it is the easiest method to learn, and one has to be constantly on one's guard to prevent it. It is too prevalent but it is one of the evils which beset all education. Except that it is more easily noticed in science work I do not know that it is more common than in literary subjects.

10,389. Then would you say that the change from linguistic to scientific education has often been a change rather of subject-matter than of method of teaching?—No, I do not think I should quite agree with that. I think that the change has been rather in the addition of science subjects to the curriculum and the employment of a new teacher to take that work.

10,390. It has been varied and expanded?—Yes.

10,391. (*Mr. Yoxall.*) Does your observation of secondary schools generally lead you to believe that such secondary board schools as those at Leeds, Manchester, and Sheffield, might with advantage to the nation be established in all populous places in England?—I should like to consider the circumstances of each place before suggesting the establishment of a higher grade board school. For instance, we might take places like Preston and Stockport where there is no educational authority at present of a school board character that could do such a thing.

10,392. That is a matter of detail rather. I want to know whether, as a general principle, you think that a secondary school of that peculiar type, so far as regards curriculum and adaptation to future careers, would be an advantage in every populous place?—I think a school combining a large amount of science work with literary training is required in every large centre.

10,393. You do not think that a school which gives a little more scientific and technological teaching than literary teaching is required in every populous place?—I think, perhaps, there might be cases where two schools of a somewhat different type, as there are at Sheffield, for instance, would both find plenty of room and scope for their work.

10,394. By those two schools you mean—what?—The higher grade school and the technical school.

10,395. Then you do not take in the grammar school?—Yes, undoubtedly the grammar school, but I was taking the two types of school that at present could be established by a local authority.

10,396. You would prefer to develop a purely classical school, and a school which would be a higher grade board school and an organised science school with a little more development on the literary side?—I do not think that would follow from what I have said. I should be prepared to develop such schools where the local circumstances seem to render it necessary, but I do not think I should like to bind myself to the statement that a school of that type was a necessary thing to be established all over the country.

10,397. You have not referred very much in your evidence to the evening classes in science and art under your Department. I suppose that you would consider that those are after all the continuative secondary schools for the masses at present, and must remain so for a considerable time?—Yes.

10,398. And you would hold, I suppose, that development and further organisation and the completion of the system of evening classes of science and art are necessary to any national organisation of secondary education?—I think so.

10,399. (*Mr. Lyttelton to Mr. Redgrave.*) In most of these schools, what is the average time given to teaching in the week altogether? That is to say, your 13 hours of science teaching represent what proportion of all the hours?—The time given to school work is from 25 to 30 hours, as a rule.

10,400. (*Mr. Cockburn.*) Would there be any less than 27 or 28?—Certainly. I think a good many organised science schools return 25 hours a week teaching because they have no instruction at all on Saturdays. They have five hours on five days a week.

DIFFERENCE OF TREATMENT IN THE CASE OF EVENING AND DAY CLASSES

10,401. (*Mr. Hobhouse to Mr. Buckmaster.*) You mentioned six categories of students whom you consider qualified for your grants. Do I understand that any student who comes within any one of those categories is qualified?—Yes.

10,402. For instance, a student attending an evening class would be qualified even if he or she were the son or daughter of a parent who had an income of more than 400*l.* a year?—Yes, if the evening class is mainly for industrial students. We look at the class as a whole.

10,403. How do you define industrial students?—We define industrial students by the other five categories. (*Mr. Redgrave.*) And by the 400*l.* a year.

10,404. (*To Mr. Buckmaster.*) Supposing the class is mainly composed of the children of parents with an income below that amount, you do not take the exception into account. You treat the class as a whole?—Yes, that is so.

10,405. But in dealing with ordinary secondary schools you go into individual circumstances?—Yes. They are day classes. We go into the individual circumstances.

10,406. Can you give me any reason for that difference of treatment?—The reason I think has arisen in this way: the immense mass of students attending the evening classes are artisans, and it would cost more time, trouble, and expense to weed out the few who are not artisans than it would to pay on the lot. It is a saving of Government money not to attempt to weed out in the evening classes those who have parents with an income of more than 400*l.* a year.

10,407. You surrender your principle for the sake of convenience?—We rather stretch our principle for the sake of the middle classes.

10,408. And I suppose the same reason exists in the case of the higher grade schools?—There, I think, we have thrown the responsibility on the Education Department and on the Act of Parliament.

10,409. Do you consider that there the Act of Parliament required you to give your grants irrespective of the means of the parents?—The Elementary Education Act has not considered it necessary to go into the status of the parents, and therefore we have followed suit. We were a branch of the Education Department and influenced by its policy.

10,410. But in the case of secondary schools you are bound by no Act of Parliament?—No.

10,411. You have made your own rules with regard to the incomes?—Yes.

10,412. I am not sure that I quite understand what schools are excluded from your grants. Do you give any grants in the case of schools where the fees are over 10*l.* a year?—We should have to take the whole of the circumstances of the school into consideration before we decided in a case like that.

10,413. You would take the whole of the income of the school from whatever source?—Yes, it would be an administrative question whether any particular school paying those fees was admitted or not. (*Mr. Redgrave.*) We ought to point out that in many cases we examine schools of the type you have just been alluding to, but give no grant. They are on the list of examination committees, as we call them. We hold examinations, but give no payment on results.

10,414. What class of schools are they?—Any class; such schools as are excluded by the fact of a large endowment like St. Paul's School. We hold a great many examinations, but pay no grant. They accept our examination as a test.

10,415. Do you examine the students as a whole?—Those students that are presented to us.

10,416. At the schools?—Yes.

10,417. In science and art?—Yes.

10,418. And you consider yourselves bound to do that in any secondary school?—In every secondary school that complies with our regulations in the way of forming a committee and opening its doors to inspection.

10,419. Do any private schools take advantage of that?—Yes.

10,420. (*Dr. Wormell.*) Are the examinations held at the same time?—Yes.

10,421. (*Mr. Hobhouse.*) But you do not inspect these schools?—We do not now. I believe they are open to our inspection, but as a matter of fact, as they do not earn any grant, we merely accept them for examination purposes.

10,422. In the case of some of these richer schools you give them grants on the higher branches of mathematics and all branches of science, but not on elementary mathematics?—That is so.

10,423. (*To Mr. Buckmaster.*) Do you make any exclusion in respect of the elementary branches of art?—We used to do so, but I believe the exclusion has not been enforced in the case of many schools, only in the case of schools where the endowment seemed to particularly provide for it.

10,424. It is enforced in some cases, is it?—It is considered.

10,425. When you inspect a school do you communicate the report of your inspection to the governors or only to the Department?—Only to the Department. The Department send it to the governors, or not, as they think fit.

10,426. It is in the discretion of the Department whether they shall send it to the governors or not?—Yes.

10,427. Will you explain to the Commission how far you approve the time-tables of schools which are not organised science schools?—Only to an extremely limited extent.

10,428. Then you do not require them to fix a certain number of hours for science?—There are a certain number of hours that must be given.

10,429. What is that?—Twenty-eight lessons of one hour each is a minimum, but in the case of any day secondary school we should not be satisfied with that minimum. For instance, if the school proposes to give 28 lessons for 28 days before the examination we should not accept that at all.

10,430. (*Mr. Lyttelton.*) Is that 28 lessons in the year?—Yes. The arrangement of that number has arisen from the evening classes and the regulation has reflected back on to the day schools.

10,431. (*Mr. Hobhouse.*) I suppose that, generally, a good many of your regulations were at first formed for evening classes?—Yes.

10,432. And they have now been applied to day schools?—Yes.

10,433. In some cases they do not fit the circumstances of day schools?—They receive modification whenever it is necessary.

10,434. I think you have admitted that another date for the examinations might be more advisable with regard to day schools?—Yes.

10,435. Can you give me any reason why more secondary schools do not form themselves into organised science schools, considering the large amount of grants that are given?—The difference in the amount of grant obtainable by an organised science school and by a school which merely has a number of science classes is not so very great. The additional grant that they can obtain is a capitation grant of 1*l.* a head, and certain schools think that the freedom from taking specified subjects, as they would have to do in an organised science school, is worth more than the chance of getting the extra pound for capitation grants. The difference between the total grant that could be earned by an organised science school, and by this collection of science classes, is very small.

10,436. Do you give grants for manual work?—In organised science schools, where it is taught in connection with drawing.

10,437. Drawing?—Yes, in organised science schools.

10,438. In organised science schools only?—Yes, and of course in elementary schools.

10,439. You do not recognise bench work as one of the Directory subjects?—No.

10,440. Why is that?—I think because the recognition of manual work has grown up from the elementary school. It is recognised in the elementary school, and the recognition has, so far, only been carried to the organised science schools in connexion with our Department. (*Mr. Redgrave.*) I may say, generally, that there is a very strong feeling that the Department should not pay for applied teaching either in science, art, or manual work. All our subjects are pure art or pure science subjects, or used to be.

10,441. Where does this strong feeling exist?—In the Treasury—our paymasters.

(*Mr. Hobhouse.*) We are very much indebted to you for your very interesting evidence.

The witnesses withdrew.

The Rev. F. E. Anthony, M.A., re-called and further examined.

Additional Power needed. Endowments.

10,442. (*Chairman.*) Your view, I understand, is that there are a good many endowments now which are not producing the full educational benefit that might be expected from them?—Yes; that is to say, there is not the same demand for the endowments as formerly, because free education has provided education for many of those for whom these endowments were specially intended.

10,443. That is one of the reasons, but I understand there are also endowments in places where they are not needed as they formerly were, or they are not now producing the benefits that might be expected from them?—Yes, or it may be from the change in the population.

10,444. Your view, therefore, is that additional powers are needed for the application of the endowments in the most useful manner and even for a change in the place where they are applied?—Yes.

10,445. In what body would you propose to vest those powers?—It seems to me that the matter would be most readily dealt with by some local authority whose function it would be to investigate and see how far endowments existing are really being applied as they should be to the greatest advantage of those for whom they were intended; but that they should act under the control of some central body much like the Charity Commission or the endowed Schools Commission of the past.

10,446. Do you mean by a local authority such an authority as you indicated in the earlier part of your evidence?—In a borough it would be the function of the school board to raise the question with regard to the endowments. We should not give the school board power to settle the question, but to act under the direction of the central board.

10,447. Would you give that power to school boards wherever a school board existed even in a small borough?—I should not, because I think that the small school boards should be got rid of as soon as possible.

10,448. In the large towns you would give power to the school board to modify the endowments in the manner you have already indicated?—Yes; it seems to me that we want some legal power to raise the question.

10,449. In fact, to bring it before the central authority?—Yes.

10,450. And you apprehend that there would be a good deal more freedom in dealing with the endowments than exists now, if the initiative were vested in a local authority?—The local authority would be better acquainted with what would be desirable in the way of change.

10,451. And you expect that the local opposition which is now so strong when a proposal comes from the central authority would be less obstinate

if the initiative came from the local body?—Yes, because the local body represents the local feeling, as it is elected by the ratepayers.

FUTURE APPLICATION OF ENDOWMENTS FOR ELEMENTARY EDUCATION.

10,452. Coming to those places to which you refer, when you say that the necessity for endowments for elementary education has largely vanished since the adoption of the Free Education Act, what application would you propose of those endowments?—I do not know that any better plan could be suggested than that which was brought before us some 20 years ago in the scheme which was then drawn up.

10,453. Drawn up for where?—It was drawn up by Mr. Fitch.

10,454. For Plymouth, you mean?—Yes. It seems to me that we do not need now to provide free education through endowments for the working classes for they get that without. If we could use the endowments hitherto intended for giving the children of indigent parents education, in the way of providing scholarships for some children, to give them not the elementary education which they can now get for nothing, but an education of a higher character in the case of those who are able to avail themselves of it, we should be more fully carrying out the intentions of the original donors than we are at the present time.

10,455. Your view is that the application for the benefit of the poor would remain?—*Should* remain.

10,456. But *would* remain under the scheme you suggest?—Yes.

10,457. And has remained under the scheme for Plymouth to which you refer?—Yes. That scheme came to nothing.

10,458. It would have remained under the scheme, had the scheme been carried out?—Yes.

10,459. Why was not that scheme carried out?—I quote two or three lines from a section of the scheme to this effect: "None of the money "coming from endowments founded for elementary education would be "spent on the upper or middle classes, but all in exhibitions for the "better education of the poor." That was Mr. Fitch's own scheme and part of his proposal. Prejudice was excited in the district amongst a good many people. The working classes thought it was really a scheme on behalf of the middle class, that they might secure advantages which they have not now through the endowments left for the former. And so a degree of opposition was excited which compelled the whole matter to be dropped.

10,460. But that was long before the adoption of free education?—Yes.

10,461. Has any attempt been made to revive the scheme?—No attempt has been made, but I think that if it had been the function of the school board to take under their purview a scheme of this kind an attempt would have been made long ago, and public opinion would probably have supported them.

10,462. How is that money now applied?—As before.

10,463. That is to say, these schools are still maintained?—Yes, these schools are still maintained as they have been for many years.

10,464. Are the schools under Government inspection?—Some of them.

10,465. Then what is the effect of the endowment in the case of those schools which are under Government inspection?—The money is spent largely in providing board and lodging for the children, as well as education.

10,466. Largely but not wholly?—To a considerable extent. I am not able to speak very definitely on that point.

10,467. Then is the school in the nature of a charity school?—Yes.

10,468. Would not objections still be taken to the diversion which was proposed on the ground that it was a charity school which supplied board and lodging?—Yes, I think very likely objection would be taken, but we should have the opportunity of knowing what the feeling of the people in the neighbourhood was on that question, and if it could be shown that

you are able to provide, for example, for 20 scholarships for students living at home, and to give to them a higher education than is otherwise possible; that would be a greater advantage than having a few children taken from home and put into a school to be boarded and lodged.

10,469. In other words your view would be that the loss of those who had free board and lodging would be far more than compensated for by the larger numbers of those on whom the benefit would be bestowed?—The very much larger number.

10,470. And do you think the working classes would see that?—That is my point. If the school board represented the opinion of the working classes, what they did would really be what the working classes desire.

10,471. Do you mean, then, to say that the school board would not propose it unless they had reason to think that the working classes would support it?—They would not unless they had something like a mandate from the working classes.

10,472. But would you not expect that in many of these cases the initiative ought rather to come from the representatives on the body who have obtained the experience and practical skill in managing these things than from such an amorphous body as their constituents generally? You would not say that a representative body ought always to wait for a mandate from the constituency to introduce reforms?—No, they need not wait for a mandate. They might themselves suggest it, and what they did would be under the eye of those whom they represent, and the next election would show whether it was desired by the constituents or not.

10,473. Would you not rather put it this way, they, from their representative capacity, are more likely to know what is desired, and also are more likely to have the support of public opinion in any proposal which they make?—That is what I mean.

10,474. What is the amount of money which is so spent in Plymouth now upon elementary education from endowments?—I cannot tell you now. The whole of these endowments, according to the statement made at the time the scheme was brought forward, is nearly 2,000*l.* a year, but a good deal of that would be for almshouses and gifts.

10,475. You cannot tell me how much goes for elementary education, including board and lodging?—No, I cannot.

10,476. You have a higher grade school in Plymouth?—Yes.

PLYMOUTH HIGHER GRADE ELEMENTARY SCHOOL.

10,477. How long has it existed?—Rather more than three years. I think perhaps it would be called at present a department. It is at present a department of another school. We are now engaged in erecting a building purposely for the higher grade for boys and girls.

10,478. (*Dean of Manchester.*) Do you intend to have standards in that?—The upper standards; the 5th, 6th and 7th.

10,479. (*Chairman.*) Then you will transfer boys from the other elementary schools, or allow them to go to that school for those standards?—Boys and girls. Our opinion as a school board upon that matter is that it would add greatly to the efficiency of the other schools, and would certainly be the means of saving expense if we could get the children of the 5th or 6th Standards to go from other schools and to attend the higher grade school. Our schools are not very large. We have schools with perhaps seven children in the 6th Standard; they require the services of a teacher, and if we could send them to the higher grade school that teacher would be available for the 30 or 40 which is the unit allowed by the board.

10,480. In other words, you would make the higher grade school a central school for the higher standards?—As far as we could do so.

10,481. And you would superadd to that a department for ex-standard children?—Yes.

10,482. (*Dean of Manchester.*) Your distances are not too great for that, are they?—That is a difficulty. The town itself is a wide scattered

district, and there would be some difficulty in insisting that children from the extreme west should attend a school at the extreme east, or *vice versâ*. Then there is another difficulty, a practical one, which of course we have to face. We find a very natural objection on the part of head teachers, both for boys and girls, to lose their elder and better educated children. We are obliged to respect that feeling. In two or three of our schools at present we have come to an understanding with the teachers that they should send their children to the higher grade school.

10,483. Of course it is the loss of that which makes the teaching interesting to the teacher if he loses those children?—Yes; it is a very serious loss. I should imagine that the teaching of the higher standards is a great stimulus to the teacher.

10,484. (*Mr. Cockburn.*) Has Stonehouse a separate school?—Yes, Stonehouse, Plymouth, and Devonport.

10,485. (*Chairman.*) You call them the three towns, do you not?—Yes.

10,486. And proposals for a union do not meet with much popular favour, do they?—I do not think it has ever been at all seriously made, but I do not think it would be received with favour. There has been an effort during the last six months to unite Stonehouse with Plymouth municipally, which has met with the most determined resistance.

10,487. (*Mr. Cockburn.*) Can you give us the population?—Yes. Plymouth has 87,307, Devonport 54,803, and Stonehouse 15,401. I was also asked on the last occasion in that connexion the population of Devonshire. I said 600,000. It is 631,761.

10,488. Practically those three towns have a quarter of Devonshire's population?—Yes.

10,489. (*Chairman.*) They are entirely in Devonshire, are they not? There is no part of them in Cornwall?—No.

10,490. How many ex-standard children have you now in the higher grade department of your school?—Thirty boys beyond the standards.

10,491. Have you any girls?—No, we have no girls at present in that school.

10,492. Are the boys and girls put in the same department or a different department?—We have not faced that question at all. We have only boys and girls up to 10 years in the mixed departments of our schools.

10,493. Has the establishment of your higher grade department had any and what effect upon the other secondary schools of the town?—We have had no complaints. Nothing has come to us as a school board that would indicate that.

10,494. What is the total number of all your children in all your board schools in Plymouth?—I should think the attendance would be about 6,000. The voluntary schools (meaning by that term the British School as well as other schools) have about half the school population. Our school population is about 14,000. There is accommodation in our schools for 7,000 in round numbers, and 7,000 in the other schools.

10,495. Coming back to the children under the school board, can you tell us the total number of ex-standard children in all the schools?—No, I could not tell you that.

10,496. Do you think it is in excess of the 30 you have in this school?—I should think so. I may say that our experience as a school board has been perhaps a little unusual in this repect; we have a very much larger population of infants on our hands than many school boards have. The school to which I referred when I was here before, called the Free School—a very large school on the British school system—has accommodation for nearly 1,000 boys and a great number of girls, as well as infants. The consequence was that when we first started our school board work we had to provide accommodation, as far as my memory serves me, for boys none, for girls 300, and for infants 2,000 places.

10,497. What are the peculiar causes affecting Plymouth which bring about that state of things?—I cannot tell except that the schools existing did provide rather for the elder than the younger children. I do not profess to explain it. The only town like it and that on a much larger scale is Liverpool. The consequence is that we have not been able to establish, until of late years, schools of three departments, infants and girls, infants and boys, and infants alone, since to have a large infant school with no boys and girls is impracticable, The little things cannot come without the guidance of the elder children.

Its Relation to Secondary Schools in Plymouth.

10,498. What provision exists for secondary education in Plymouth. As far as purely secondary schools are concerned you have a grammar school?—Yes.

10,499. Do you know what the attendance at it is?—I cannot speak with certainty, but I think not more than 60 or 70.

10,500. Are there a number of secondary schools?—There are a good many schools. There is a large high school now called the Plymouth College for Boys, where they have 150 boys, perhaps, including the lower school, and there are other private schools.

10,501. So far your higher grade department with the ex-standard scholars has not been developed to an extent sufficient to affect substantially the other secondary schools?—I should think not. We have not heard of it, at all events.

10,502. (*Dean of Manchester.*) Has the grammar school been dealt with under a scheme?—I think not at all, the endowment itself is of so small a character. The head-master is required to have 12 boys elected by the town council, for whom he receives two guineas a year, and he has 100*l.* or 120*l.* a year besides.

10,503. (*Chairman.*) What fees do you charge in this higher grade board school for the ex-standard scholars?—None; all our scholars are free.

10,504. Who pays the cost of the education of the ex-standard pupils?—The Board pays any balance which may be left against what may be earned under the science and art examination.

10,505. It is the Science and Art Department that does it?—Yes. Whatever we get for the boys we get from the Science and Art Department.

10,506. But you get the science and art grant only in respect of science and art work?—Yes.

10,507. Do you also give what may be called the literary side of education to your ex-standard scholars?—Yes.

10,508. Who pays for that?—The ratepayers.

10,509. That is to say, you charge the literary side against the ratepayers?—Yes.

10,510. And the science and art side against the science and art grants?—Yes. That is to say, the school is supported out of the school fund, which of course has, as a part of its contributions, the ratepayers' quota.

10,511. Then, in fact, you have solved the problem in Plymouth of giving free Secondary Education out of the rates?—As far as continuation schools are concerned, and, as far as the higher grade schools are concerned, we have done so; that is to say, we have no fees throughout our school system.

10,512. (*Dean of Manchester.*) And what is your rate?—About 9½*d.*

10,513. (*Chairman.*) Has the attention of the ratepayers been called to the fact that Secondary Education is being given free out of the rates?—Not in that form, but we have had an election since the establishment of the higher grade school. I ought, perhaps, to add to that that the free school system has been introduced since the last election, so that the question, as you are putting it, has not yet come before the ratepayers.

10,514. Has it been a theme of discussion in Plymouth in any way?—No.

10,515. Attention has not been called to it in the press or otherwise?—No.

10,516. (*Dean of Manchester.*) When is your election?—Next January.

10,517. (*Chairman.*) And as you have only 30 scholars ex-standard in your separate school, the amount of money that has been taken out of the rates for their literary education is probably not very large as yet?—No. It would hardly be sufficient to call attention to it. Of course there is a little jealousy in some quarters of work that is being done for the working classes for nothing, but it has not excited any strong feeling.

10,518. But the scholars who are ex-standard are not all children of working men, I presume?—Not all, but many of them are.

10,519. There are some who belong to the better off classes in the town, are there not?—Very few, if any.

10,520. No children of professional men?—I should think not, but I could not speak positively on that point.

10,521. (*Mr. Cockburn.*) Have you not a municipal school at Plymouth?—We have a grammar school. We have now what is called a science and art and technical school. That is supported by the grant given us by the council which comes from the Excise duties.

10,522. (*Chairman.*) But that is entirely a science school, is it not?—It is entirely a science and art school and technical school. We have really the three sides. There is a head-master to the science school and a head-master to the art school; and then we have technical classes which are under the direction of the head-master of the science shool.

10,523. Is that supported by grants from the County Council of Devon, or by grants from the Town Council of Plymouth?—The town council. The whole of the amount which comes to the town council is appropriated by the council for that purpose.

10,524. (*Dean of Manchester.*) What is the amount?—About 1,500*l.*

10,525. (*Chairman.*) Is that a new foundation made by them since 1890?—That has been in existence now for nearly three years.

10,526. Is education free there?—No. There is a regular scale of fees.

10,527. What fees?—For morning classes it is 3*l.* 3*s.* a term—9*l.* 9*s.* a a year. For evening classes it is 7*s.* 6*d.*, 5*s.*, and 10*s.* a year. It is very small for the evening classes. The morning classes are rather with a view of securing the attendance of children whose parents will be able to pay. The classes are not very large in the morning, but the evening classes are large.

10,528. Then that school practically, to some extent, competes with the grammar school, does it?—I do not think it competes with the grammar school. I think it will compete seriously with this large day-school which I have spoken of as the Free School, which is really an elementary school and under inspection, but has had for many years advanced classes.

10,529. What is the name of that school?—They call it "the Plymouth Free School."

10,530. (*Dean of Manchester.*) Has that an endowment?—No; it is not endowed. The name "Free" was given to it in the first instance under these circumstances. It was one of the earlier schools under the British and Foreign system, and was free to all pupils irrespective of creed. It is free in that sense. We are free in the sense of having no fees.

10,531. Is there any literary side of what you call your technical school?—We have French classes and Latin classes.

10,532. No other literary subjects?—No.

10,533. (*Chairman.*) By whom is this school, which has been set up by the town council, managed?—The managers are a committee composed partly of the members of the council and partly by co-öpted members.

10,534. Co-öpted by the town council or by members of the town council committee?—By the town council.

10,535. Appointed to sit on the committee along with the members of the town council, who form the committee?—Yes; nine of the council and seven of the outsiders.

10,536. Do you say that the reason why that school does not compete with the grammar school is because it is entirely scientific, or because it draws its pupils from a different class?—I think because it is so largely scientific competition has hardly set in. At the science and art school we have French classes, but it is almost entirely science and art and technical education.

10,537. Does the grammar school receive any aid from the town council?—No.

10,538. Was it suggested to the town council that it should aid the grammar school by grants, as grammar schools frequently have been aided by grants?—No. The only application for aid from the town council was from three or four science and art committees which have been established for some years under the old *régime* of the Science and Art Department. They think they ought to have a share of the grant from the town council, and they have applied for it.

10,539. (*Mr. Hobhouse.*) Do we understand that the county council of Plymouth gives all its educational fund to the establishment and maintenance of this technical school?—Yes, the whole of it.

10,540. It does not make any payment to you as a school board for evening classes and the like?—No, it makes no payment to any other body except that to one science school.

10,541. And you have no voice on this committee?—Not as a member of the school board.

10,542. As a matter of fact are any of the members of the school board co-öpted on this committee?—No, no members of the school board.

10,543. Not as such, but as individuals?—No, at the present time there are none. There have been but they were not elected in any sense because they were members of the school board. I was a member of that committee for two years, and there have been one or two other members.

10,544. I suppose you do not anticipate any collision between this technical school and your school board schools?—We think they would be managed very much better under the school board than under the town council.

10,545. (*Dean of Manchester.*) What are your reasons for that?—I do not think that the town council has as much interest in matters of education as the school board has.

10,546. You think they are not elected with that particular view?—They are not elected for that purpose, and their interest lies in other directions. I was a member of that technical committee for two years, and certainly the attendance of the members of the council on that committee was not very large. The report was brought before the council the other day and passed almost *sub silentio*. The matter was left entirely in the hands of the committee, and, therefore the council, as such, has no great interest in it.

10,547. (*Mr. Hobhouse.*) Is there any complaint of the management of this technical school?—No, I should not say that at all.

10,548. There are no scholarships established either by the council of Plymouth or the county council of Devon, which are tenable at the secondary schools, are there?—The committee who have the management of the science school have established scholarships.

10,549. To be tenable at the science school?—Yes.

10,550. But you have no other scholarships tenable at your secondary schools in Plymouth which have been established by any local authority?

—Yes, but that is entirely a private matter. There are two or three scholarships which are to be held by scholars at the Plymouth College for Boys.

10,551. Not established by any local authority?—No, that is entirely done by the governors of the school.

10,552. With regard to evening continuation schools, are they carried on by your school board?—Yes.

10,553. In large numbers?—I suppose we have an average attendance of about 700 throughout the schools.

10,554. And is that increasing?—I should hardly likely to say that. We have had one year only. We began with a large attendance of 1,537, which gradually decreased as the novelty of the thing passed off. We are hoping that in this next session, which will commence when the schools re-open, we shall increase our numbers and start on a rather more satisfactory basis. We have gained experience both in the management of the school and our teachers. We do not anticipate any falling off, but there is no doubt there has been a considerable falling off in the course of the year that has just closed.

10,555. (*Dean of Manchester.*) This is the first year, is it?—Yes. On the register on November 17th, 1893, there were 1,434; in attendance, 934. The highest actual attendance was 1,139, but the attendance generally has been 65 per cent.

10,556. (*Mr. Cockburn.*) Do you charge fees?—No.

10,557. Is it all free?—Yes.

10,558. (*Dean of Manchester.*) No fees in the evening?—No.

10,559. (*Mr. Hobhouse.*) You regard these schools as most important agents for Secondary Education for the working classes?—Most important.

10,560. And do you also regard them as leading up to the higher technical classes?—Not necessarily; it may be so, or not. I regard the higher grade school and the continuation school as very largely supplying a want for the children who are in our elementary schools. They have been trained while in the school for this higher education and to them it is of the utmost importance. No doubt many, or some of them at all events, both in the higher grade and in the continuation school would ultimately find their way into a higher class school if there were means by which it would be possible for them in the way of scholarships.

10,561. (*Dean of Manchester.*) Have you ever thought you might have more scholars in the continuation schools in the evening if you charged a small fee?—I do not think so; but, having adopted the free-school system, it has never been with us an open question whether we should have the continuation school a free school or not. I do not think the law would allow it. I think that having adopted the free system any school which we open should be free.

10,562. Day schools of course, but not necessarily evening schools?—Yes, I think evening schools.

10,563. I am rather asking whether you do not think they would be valued more highly if you charged some moderate fee, because you have not got so very many as you might have expected?—By the discussions which have taken place on the question of free education, I think the opinion of my Board would be against that.

10,564. I see in your précis you say you are of opinion that higher grade schools, as they are doing very important work, should be considerably encouraged and developed. I suppose you consider that for the purposes of the future career in life of the children, these higher grade schools are likely to afford the best opportunities for the education up to a certain point, and you would regard them as a sort of crowning point of what you may call elementary education?—Yes.

10,565. Or in certain selected cases the means of passage to something superior?—Yes, exactly.

10,566. If you wanted to take children from these schools to schools of a more secondary character, how would you propose to remove them from one to the other. Would you do it by selection or by examination?—I should think by examination.

10,567. You do not think it would be desirable to select certain children who gave good promise without submitting them to the test of examination?—My own judgment is distinctly against making examination the only test. The difficulty is to know exactly how to do without the examination, and to avoid the appearance of partiality on the part of those who may select them.

10,568. But do you not think that the probability is that you would always have a corrective of that in the desire on the part of the teachers of the schools from which they might be selected to retain the more promising pupils, as you said just now?—Yes.

EXAMINATION OF SECONDARY SCHOOLS.

10,569. (*Mr. Jebb.*) With regard to the examination of schools by the universities, I understand that you regard the Local Examinations as distinctly good. In what sense do you regard the examinations by examiners sent down from the university as more satisfactory?—The examiner comes down from the university and spends two or three days in going through the whole work of the school; he sees the buildings, the educational appliances, the character of the staff, and by sample or by other means orally and by paper, he thoroughly examines the school. I think that in that way we get at a very much more satisfactory result as to the actual work done in the school and the character of the school than is possible by the local examinations. In the case of the local examinations it is in the hands of the masters or mistresses to send to the school just the boys and girls they please, and you do not therefore test the schools as a whole at all, but you simply see what is the best work they are able to turn out from them. In the high school for girls and the high school for boys, as I noted at the time when I was very closely identified with both of them, we used to have, once in two or three years, an examiner down, but it was such a very serious expense that at last it was not possible to continue it. It has always seemed to me that the Oxford and Cambridge local examinations are open to this objection, that you cannot possibly test the school as a whole. If it were the rule (and I think the universities should make that rule) that all above a certain form in the school should go into that examination, we should then reach a result which would be worth having. At present the success of a school in these local examinations is a very imperfect criterion with regard to the value of the school itself.

10,570. Under the head of "Inspection and Examination" you say periodical examinations are necessary, but possibly injurious, and you think that more elasticity is required in methods of examination. Then you refer to surprise visits for the purposes of examination. Is there any other way you can suggest in which the methods of examination might be made more elastic?—I consider that the surprise visits in themselves are a method of examination.

10,571. That is one. But besides that is there any other definite suggestion you have to make with regard to the methods of examination?—I think one important alteration would be to examine the boys or the girls upon unseen passages instead of passages which have been carefully prepared.

10,572. Do you think that that method would be adapted to young students?—No, I think in regard to the younger students surprise visits would be very likely a far better method. What you want to get from the examiner, or to enable the examiner to see, is what is being done in the school as a whole; the tone of the school, the spirit of the school, and the way in which the whole institution is managed, rather than whether A, B, and C, particular children, are able to answer certain

questions and reach a certain maximum number of marks. That is what I mean by the mechanical character of the examination.

10,573. Do you think that *viva voce* examination is valuable?—I should give the examiners some discretion in the use of *viva voce* examination, certainly. I think that the two combined would very likely meet the case largely, but as regards the younger children a written examination is almost out of the question. A child has no chance in a written examination if it is a poor writer or a slow writer. The child may be quite as clever as the one sitting next to it, and yet not be at all able to indicate what it can do, for mechanical reasons.

10,574. (*Mr. Llewellyn Smith.*) Has the school board at Plymouth appointed a body of managers for the higher grade school?—No. The school, of which the present higher grade school is a department, consists of four departments. A manager has the control of two, and another manager the control of the other two.

10,575. Do you mean a paid manager?—No; our plan in the school board is this: every school has a member of the board as its manager, and that member of the board is the link between the board and the school. All the responsibility of the school rests upon that manager, and he reports to the board everything that takes place in school which needs reporting, and he examines the log-books and signs the registers, and all routine work of that kind falls to his care.

10,576. Has he any power as to the selection of teachers?—No, no power whatever. His power is simply to carry out the regulations of the Board.

10,577. If a system of Secondary Education was carried out such as you have sketched, do you think that this plan would be applicable generally in the country or would you advocate governing bodies generally being appointed?—My opinion is that the board that has been elected in the manner I have suggested should have the responsibility of the management of these schools, and we should leave it to the board to carry out what to them seems the best scheme with regard to the individual schools.

10,578. Would you give them the power to appoint governing bodies?—Yes, I would give them the power just as under the Education Act you can appoint managers. Our school board did appoint managers in the first instance, but as soon as the managers found that nothing they suggested was carried out unless the board was entirely in accord with them, they were disgusted and retired from the work.

10,579. It would be in the power of the local authority to delegate the work?—Yes. We have power now to hand it over to any committee of managers.

10,580. You would not wish to see governing bodies of the schools constituted with a status of their own?—That is very much a matter of experience. Our board has worked well by keeping the power in the hands of the board members.

PLYMOUTH TECHNICAL SCHOOLS COMMITTEE.

10,581. Did the Town Council delegate its powers to the technical committee?—They appointed this committee—that is to say, they appointed the nine and added the seven, and in their hands rests the entire management and government of the school.

10,582. What principle did they adopt in adding them? Did they co-opt?—In all these cases circumstances determine a good deal what is done. The building in which the school is held was built by subscription as a memorial of the Jubilee. A large committee had been formed for raising the money and for carrying out the building, and there the building stood unoccupied. The committee of the Jubilee fund offered the school building to the Town Council for their purposes, and the Town Council was glad to accept it. Consequently representatives of this large Jubilee committee were naturally added.

10,583. They did not proceed on the principle of selecting individuals because of their educational experience?—No, not to any considerable

extent. There were one or two cases. One rather eminent teacher at Devonport connected with Royal Naval College of Engineers was on the committee, and was certainly selected because of his aptitude and knowledge of scientific and technical subjects.

10,584. And this committee which is the governing body of the science and art and technical schools has full powers delegated to it, or as full as possible under the Acts?—They elect the whole staff and dismiss them, and determine their salaries.

10,585. Without referring to the Town Council?—Yes, without referring to the Town Council. All that the Town Council know is that once a year a report is read before the Town Council and moved, and seconded, and passed. The report was brought in the other day and passed almost formally.

10,586. The fact that it is passed formally in that way would not indicate any want of interest on the part of the actual managers of the school, because the council has already delegated its powers?—I think it indicates a considerable want of interest on the part of the council.

10,587. But the council has delegated its powers of management to another body?—But you would suppose that a council which has handed over to this body 1,500*l.* a year would have some anxiety as to the way in which that money was being spent.

10,588. Your point is that they might have indicated more interest, not that you would have desired them to overhaul the report and to alter it?—I think they have power to do it.

10,589. Then perhaps they have not delegated full powers?—Perhaps we are speaking of two different things. What I mean is this, subject to to the control of the council the committee have a free hand, but if they were to appoint, for example, the head-master, and the council were to object on any ground to the appointment, I do not think they could hold their own against the council.

10,590. (*Mr. Hobhouse.*) Is this committee given full executive powers by the Town Council for the year during which it is appointed?—Yes, I think I may say so certainly, but the fact of their having to submit once a year a report of the year's work is in itself an indication that the council reserves discretion in the matter.

10,591. Of course that is not inconsistent with their having full executive powers?—We have given to the committee full powers to carry on the school in their own way as to election of masters, the curriculum, and everything of that kind. But whether the council at any times would assert its power by interference I cannot tell. There has been no indication of it at present. I believe there is no formal delegation of power to the extent to which your question would point.

10,592. (*Mr. Lyttelton.*) Are there many endowed schools at Plymouth?—There are not. The only endowed school is the grammar school to which we have referred.

10,593. By the application of endowments on behalf of Secondary Education you mean charities of different sorts?—They are educational endowments; but they are endowments for elementary schools, not secondary schools. The only endowed school for Secondary Education is the grammar school.

10,594. Would there be denominational difficulties in the application of these endowments in the direction you propose? Are they restricted denominationally at present in any way?—Yes, I suppose some of them are.

10,595. Then you would apprehend some difficulty, of course, if you wanted to move them?—Of course it would depend upon the alteration which was suggested. At present, for instance, there is a school where children are boarded and lodged. That is entirely in the hands of a particular denomination. The question will be whether the endowments

so applied could not be more usefully applied for the purposes intended by altering the application of them. If they were altered in the direction of which we were speaking just now of providing scholarships by which children who now receive their education free could pass up into a higher school, then, of course, the religious question would not come up at all.

10,596. But would it not be represented that you were defrauding a denomination of its resources?—That might be. Of course, that is merely a hypothetical question. My point is this: I am not prepared to provide for every possible difficulty or contingency; I think that the local authorities who are mostly interested in the locality should be entrusted as one of their functions with the consideration of these various endowments to see how far they might be used to the greater advantage of the locality, always acting under the guidance of the central authority in London.

10,597. Then you mean that the local authority, in order to be as successful as that, should be elected?—It should have public opinion behind it.

10,598. Do you think that a local body which was partly elected and partly co-öpted would meet your views?—On general grounds, I do not believe in co-öptation as a principle, but in all these matters you must be guided by the facts of the case.

TRAINING OF TEACHERS.

10,599. I see you say that elementary teachers compare favourably with university men in respect of training. Does that mean that you think they are better teachers because they have been trained?—They have the advantage of university men in respect of their knowledge of teaching and experience of teaching. Of course they have very much higher advantages in respect of their being educated men and women, but for their particular duties, I think that elementary teachers, have very great advantages.

10,600. Has your experience brought you into contact much with university men who have been teachers?—Indirectly it has. For some six or seven years I was very closely associated with the Plymouth College and with the masters and their work. I saw a good deal of the kind of men that we got from the universities, and I formed my opinion strongly that for the first year or two in many cases able men and men with good degrees come from Oxford and Cambridge with no training whatever as to the methods and mode of education, and no experience whatever in teaching.

10,601. Their failures would be even in managing a small class, I suppose. In the schools you mention they would not have to manage large classes, would they?—25 or 30 boys.

10,602. But not such large classes as the elementary teacher very often has to manage?—No, but I do not know that that would make very much difference.

10,603. Is it not a fact that the training in method is much more satisfactory if you manage a large class of 60 than if you manage a class of 30?—I do not think so.

10,604. Would the deficiencies you noted be in respect of such things as handling subjects, or diffidence, or using the black board?—Yes, and the method of dealing with children generally; how to teach them; how to open the subject to them.

10,605. Then you think that at least two years residence at a normal college or a university is required. Have you thought how that could be arranged with regard to secondary school teachers?—I do not see any greater difficulty with regard to secondary school teachers than elementary school teachers. I think we should be as careful in securing proper education and training for teachers who have to do with the minds of our children as we are in securing proper education and training for medical men whe have to with their bodies, and none but those who can give evidence of proper training and experience should be allowed to teach.

10,606. Even if it involved two years' residence after the university career was over?—I do not say that. Two years' training at least in a normal college or at one of the universities would I think be important. Then I say that to residence or study at the university must be added opportunity for work in a practising school, that is to say, if a teacher is at a normal college for two or three years, where he will get exercise in practical education, there we have what we want in the way of training as a teacher. If he has spent two years at the university, then I think there should be in addition to that an opportunity for some practice in school work.

19,607. Would that opportunity extend over one year after the university time, or two years?—That is a matter of arrangement. All that we should insist upon is that a man who undertakes to teach boys should have some training in the actual work of teaching.

10,608. The great difficulty is the question of time and money. A university man, say 23 years of age, wants to get work at once to earn his living. How long a course of training should he have before you would allow him to teach?—I do not think that as educationalists we have to look at the masters' interests at all. What we have to look at is what is necessary for the schools, and we should require that every man who undertakes to teach should himself have been taught to teach.

10,609. (*Dr. Warmell.*) Have you any good private schools at Plymouth?—Yes, I think it would be hard for me to say that we have not, but we have no schools at Plymouth that take a large place in the public eye, except the high school for girls and the college for boys already mentioned.

10,610. Have the teachers of those schools expressed any apprehension that the higher grade schools will take away their means of living?—I do not think the higher grade school is sufficiently developed at the present stage to raise that question.

10,611. Have the private schools any organisatio n there, or any association?—They have a branch of the teachers' guild.

10,612. (*Mr. Yoxall.*) Believing so strongly in the training of teachers I think you would also believe very strongly in the necessity of inspectors of schools to have been themselves teachers?—Yes. The examiner should himself have been a teacher.

10,613. And that opinion of yours is formed on actual experience of the work of inspectors who have not been teachers, is it?—No, I should not like to say that. I do not profess to be sufficiently acquainted with the work which has been done by inspectors themselves; but I have been a teacher myself all my life and an examiner, and the result of my own experience is to lead me to a very distinct opinion that a man who does not know something of teaching is not likely to be a good examiner.

10,614. In fact, you yourself, as an examiner, have found the benefit of having been a teacher?—Yes.

ONE LOCAL AUTHORITY FOR PRIMARY AND SECONDARY EDUCATION.

10,615. I think you take, on behalf of yourself and the Association of School Boards, the view that there must be, in order to get the maximum benefit, one local authority only for all forms of public education in the locality?—Yes.

10,616. Should you suggest that the school board should cease to exist as a school board, and be replaced by a district board of education which should deal with both Primary and Secondary Education?—I do not think we go as far as that. I do not at all events go so far as to say that school boards should cease to exist as school boards. I think that school boards having under their care a certain minimum of population should remain; that is to say, I should not disturb school boards in county boroughs of a large population.

10,617. Would you make them boards of education?—You might change the name to "Board of Education."

10,618. You would not destroy the existing school board so far as it relates to Primary Education only, but you would extend its powers so that it would become a new body?—There are two changes: first, decide the area over which the boards' powers would extend, and then enlarge their powers.

10,619. If an arrangement of that kind could be made would you allow co-öptation of representatives of the rating authority upon the board of education? If, for example, you had given to you money under the Local Taxation Act, which is now under the control of the County Council, would you recognise it as being fit and proper that the representatives of the County Council or the County Borough Council should be co-öpted on the board itself in order to see after the expenditure of that money?—No, I think it is better that those who have charge of education should be elected for that purpose directly by the ratepayers.

10,620. And you would not permit any co-öptation of representatives, people who do not care for the turmoil of an election?—I am not sure whether I could answer that question definitely. I do not believe in the principle of co-öptation at all.

10,621. But you recognise that there are circumstances in which it would be desirable?—I recognise that there are circumstances in which that would be the most satisfactory practical solution of the difficulty.

10,622. (*Mr. Sadler.*) I understood that you had found that university local examinations, as far as they went, were doing good work?—Yes, there is no doubt they have done a great deal to raise the standard of education in the schools of Plymouth.

10,623. It has been suggested to us that a public authority might accept as proof of the efficiency of secondary schools a report from one of the examining authorities, even though that report might have reference, as you were saying, only to a few children in the school. I understand that you would deprecate that as giving really insufficient evidence of the general character of the teaching?—Yes, and being unfair to the duller children.

10,624. You have spoken of the desirability of having elasticity in the examinations. Would you consider it advantageous to have several examining authorities in the country so that the defects of one body might be remedied by the competition of others?—Do you mean that the same school should be examined by different bodies?

10,625. No, not quite that, but that the public comparing the work of two or three different examining bodies would practically bring pressure upon the worst of the examining authorities to bring itself up to the level of its better rivals?—I do not entertain the idea of having more than one central examining body. That examining body would, of course, have various departments and examiners who would represent various subjects of study and those examiners would be acting each in his own department but wholly under the control of the central body. I do not imagine that it would be wise for us to have more than one examining body. For example, would you mean that one university should be an examining body and another university should be an examining body and then if one were not so efficient as the other, would you wish that public opinion should in some way be brought to bear upon the one that was not efficient?

10,626. I am not clear whether you would care to replace all these separate examining authorities by one separate State examining authority, applicable to all the secondary schools of the country?—I do not think I am prepared to go so far as that at present. I think that in schools receiving grants from Government in any form whatever, whether through the grants which are now given under the Education Department, or through the money which comes to the municipal body from the county council, or from Science and Art Department; wherever public money has been given there I think, we should have an examination of those schools in the hands of one central educational body.

10,627. And you would not like the public authority to be allowed to accept evidence of thorough examination by other examining authorities?—I should not say that.

10,628. You would not disapprove of that?—I should not disapprove of that. We want to see two things, that the schools are thoroughly well conducted and that the teachers are up to the mark.

10,629. You would avoid uniformity of test, perhaps, by having more than one co-ordinate authority for examination?—Yes, probably.

10,630. You say that no one should be allowed to teach unless he has proved his capacity to teach. That would involve a register of those who had qualified themselves in that way?—Yes.

10,631. Would you admit teachers of all grades on to the register?—I think, perhaps I ought to correct what I have stated in my précis on registration. In the printed note that you have I say that registration will be a convenient method of giving the necessary guarantee of efficiency and experience. I say that it is not necessary because certificates could always be presented. What I had in my mind was that there should be no teacher allowed to teach who could not present certificates, of having the requisite knowledge and the requisite experience, and if that was so registration would not be necessary. But I can quite see it might be a convenience practically that teachers so qualified should be registered as an easy way of at once identifying them as being what they profess to be. So far I think registration will be useful. I had not quite clearly in my mind at the time that view of registration, but rather that by registration was meant a means by which teachers should have an authority to teach. I should not give them, by registration, that authority to teach until they had shown their qualifications as to their own education and as to their experience by other means than registration.

10,632. But I do not understand that you would make it a penal offence for persons to teach, unless they were on the register, but that you would prevent them from collecting fees by legal process or something of that sort?—That is a practical question that I could hardly deal with.

10,633. (*Mr. Yoxall.*) You would not endeavour to set up in that register any distinction between classes of teachers according to the classes of school which they taught?—No; the authorities of the school would determine what teachers they would choose. I think we ought to have a efficient education for secondary schools as well as for primary schools, and you may require therefore that parents should send their children to an efficient secondary school quite as much as to send them to efficient primary school, and there the question would come in of recognising the teachers as qualified to teach or not.

10,634. (*Dr. Fairbairn.*) You would have both degrees of education—elementary and secondary, in the hands of one district authority?—Yes.

10,635. You would prefer that authority to be elected for educational reasons?—Yes.

10,636. Is it the case that Secondary Education is quite as much the interest of all the people as elementary education?—Yes, I think it is. I think a good education is good anywhere and everywhere, and important.

10,637. But as a simple matter of fact, not as an ideal and abstract principle, is Secondary Education equally the concern of all with primary?—I shall meet that by another question. Has not a child living in a social position a little above that of the working classes as much a right to have the best education which it can receive for its position as the child going to the elementary school?

10,638. I do not at all doubt your principle. I wanted really simply to discover whether you thought the electorate now existing for the school board is as qualified to give judgment in secondary as in elementary education?—Yes, I think so.

10,639. Do you think, therefore, that the co-optation of governors or authorities of a special kind is undesirable?—Yes. I think very undesirable, and I should avoid it as far as possible. But in all these matters

we are bound to be guided by what is practicable. In answer to the question you put with regard to secondary schools and their relation to the elected body, I say this: if you placed secondary schools under the management of the school board, or a board of education, you would offer an inducement for some candidates to come forward for election—both men and women—which does not now exist.

10,640. Would you be prepared as regards teachers in secondary schools to insist on a degree or other equivalent guarantee?—Some kind of certificate.

10,641. Would you make the certificate and the degree equivalent or mutually interchangeable?—No, I think not; that is to say, it would be hard for us to insist upon a degree for teachers who would have to do with the lower Department of Secondary Education.

10,642. What would you make the certificate, then?—A certificate of having knowledge of methods of teaching and of school management.

10,643. Simply a professional guarantee, not an academic?—Yes. But at the same time I think we should also require that after a certain number of years' of training some further certificate should be secured, something of the sort that we have in our elementary schools.

10,644. Is it not the case that in the medical profession, after a general education, a very special training is required?—Yes.

10,645. Is it not open to the teaching profession to insist on similar guarantees?—Yes, certainly, and it is most desirable.

10,646. (*Mr. Hobhouse.*) I do not think that in your former examination you were asked to state your own educational experience. It would be convenient for us to have it?—As far as teaching is concerned I have been a teacher all my life. After I left college I became a tutor at the same college, and for many years I had the entire charge of the classical and mathematical departments. Then apart from my personal professional experience, I have been nearly 24 years a member of the school board at Plymouth; and for nearly 18 years its chairman, and for 7 or 8 years I was very closely identified with the governing bodies of the two schools I have referred to—the boys high school and the girls high school.

10,647. You consider that in training secondary teachers they should go through some apprenticeship as pupil teachers. Is that so?—I should not like to lay too much stress upon that. We must distinctly understand, if we put it in that form what we mean by "pupil teacher." The present system of pupils teachers is an entire mistake. It is a mistake for the children who are taught by the pupil-teacher system, and it is a mistake for the pupil-teachers themselves. The pupils teachers are the hardest worked teachers to be found in England, I should think, as they are employed in our public elementary schools, their whole time being taken up in school in teaching, and then they have to give their evenings to preparing themselves for their examinations. The only system under which the pupil-teacher system could be at all tolerated, in my opinion, is to make the period of commencement later. It certainly should not be any earlier than 15 or 16, and the system should be so arranged that not more than half their time should be engaged in teaching, the remaining half being engaged in learning.

10,648. Then you do not advocate the extension of the present pupil-teacher system to secondary school teachers?—No. All that we want in secondary school teachers is the same kind of practical training in school management and method that we have in our elementary schools.

10,649. But could not that be given in a training college in connexion with the university?—Yes, certainly.

(*Mr. Hobhouse.*) We are much obliged to you for your evidence.

The witness withdrew.

Adjourned to to-morrow morning at 11 o'clock.

TWENTY-SIXTH DAY.

At Westminster Hall, Wednesday, July 25th, 1894.

PRESENT:

THE RIGHT HON. JAMES BRYCE, M.P., IN THE CHAIR.

The Right Hon. Sir J. T. HIBBERT, K.C.B., M.P.
The Hon. and Rev. EDWARD LYTTELTON, M.A.
Sir HENRY E. ROSCOE, D.C.L., M.P.
The Very Rev. The DEAN OF MANCHESTER, D.D.
The Rev. A. M. FAIRBAIRN, D.D.
Mr. RICHARD C. JEBB, M.P.
Mr. RICHARD WORMELL, D.Sc.
Mr. HENRY HOBHOUSE, M.A., M.P.
Mr. M. E. SADLER, M.A.
Mr. H. LLEWELLYN SMYTH, M.A.
Mr. GEORGE J. COCKBURN.
Mr. J. H. YOXALL.
The Lady FREDERICK CAVENDISH.
MRS. BRYANT, D.Sc.
MRS. HENRY SIDGWICK.

The Hon. WILLIAM N. BRUCE, *Secretary.*

E. E. BOWEN, Esq., M.A., called in and examined.

10,650. (*Chairman.*) I believe that you entertain decided opinions on the question of the extent to which it is desirable that the universities should be given any control over the secondary schools of the country?—A good many years ago I ventured to print something upon the subject, which is perhaps out of date now, but I still entertain the same opinions, generally speaking, that I entertained then.

THE UNIVERSITIES AND THE EXAMINATION OF SECONDARY SCHOOLS.

10,651. Do those views which you have expressed go at all to the action of what is now known as the joint board of the two universities?—The experiment has been conducted with more success than I could have expected, chiefly because it has been carried out in a less ambitious way. No attempt has been made to carry out the larger programme which was before the country, or, at any rate, before the headmasters, some 20 years ago. The result is, I think, fairly, and not more than fairly, satisfactory.

10,652. As regards the various methods which have been suggested for the examination of schools, is there any one which you are inclined to prefer. I will call your attention particularly to the action of the joint board and to the habit which the greater schools themselves have formed of inviting examiners, who are usually university men, to come and examine their pupils; as also to the proposals that have been made with regard to submitting boys leaving school to an examination similar to what is called in Germany the *Abiturienten-Examen*?—The old system o private examination always worked fairly well; at any rate the schools that could afford to pay large prices always got good examiners. As regards the general examinations—what are called the certificate examinations—my knowledge of the subject ought not to be put against that of any experienced headmaster, because it does not fall to me except indirectly to appreciate what has taken place. But as far as that experience has gone, the examinations have been but moderately good; they have not for example, been, in my opinion, as good as those that are con-

ducted ordinarily by the Civil Service Commissioners. Putting the Oxford and Cambridge examinations of schools against the Civil Service Commissioners' examinations, I should say that the latter are on the whole the better of the two. It is perhaps almost paradoxical to say it, but I think it is the truth. The Civil Service examinations seem to me to be on the whole very good ones, and not sufficiently appreciated by the world; and I suppose that in the case of a general public *Abiturienten-Examen* it is that Commission which would do the work or something analogous to it.

10,653. It has been suggested that if there was an *Abiturienten-Examen* it should be placed under the control of a public department, or under the control of the universities. I gather from your answer that you would prefer the control of a public department to that of the universities?—Yes, personally.

10,654. When you speak of the not perfectly satisfactory working of the system, and your preference for the Civil Service examinations, is it because you think that their examinations are better calculated to give a fair scope to all subjects, or because you think that the examinations are better conducted as regards the skill with which the examiner elicits the attainments of the pupils?—The latter.

10,655. And therefore your observation is independent of any particular curriculum or particular scheme of examination, so far as the subjects which compose it are involved?—Yes, quite so.

A General Leaving Examination.

10,656. Would you desire to see a general *Abiturienten-Examen*?—I am not desirous of it at present. Considering the very great trouble and the very great cost of such a system I do not feel very anxious for it at the present time; but I should say again that my opinion is not a very good one in that respect, because I have not a large knowledge of any other than the chief public schools. My acquaintance with those is considerable, but I do not know very much of the larger circle of schools. Speaking only of what I do know, I think it is easy to pay too large a price for an ordinary *Abiturienten-Examen*.

10,657. You are the head of the Modern School at Harrow?—I was for 20 years, up till last year.

10,658. Have you had a large experience of boys leaving Harrow (and no doubt the same would be true of other great schools) who are going to offer themselves for other examinations besides the Civil Service examinations?—Not very large.

10,659. For army examinations?—Yes.

10,660. And I suppose you have had some experience of boys leaving who are going to offer themselves for various other examinations for entrance to the professions?—Not very large at Harrow.

10,661. Do you conceive that the multiplicity of the examinations is a practical difficulty in the way of schools?—No, that is not true, I think, as regards the chief public schools.

10,662. Would it for instance be an advantage to the schools if, instead of having to provide for the needs of boys who are going to offer themselves for these different examinations, there were one uniform examination which should govern the various branches of public careers and the various professions, whether such an examination were conducted apart from the school examination or were conducted in the form of *Abiturienten-Examen*?—My answer as far as my experience goes is this: I should not attach a very great value to it: I should be so very much afraid of the practical difficulty of working, the great expense, the constant friction with schools, the overpowering pressure that would be brought to bear by such an examination on the curriculum. I should be very much afraid of obstacles being placed in the way of free development of our studies.

10,663. Leaving aside the *Abiturienten-Examen*, do you agree with the view expressed to us with regard to the necessity a school has of considering

various examinations, such as the Indian Civil Service examinations, the army examinations, the examinations for entrance to the medical profession, the examinations of the Incorporated Law Society, and so forth; viz., that the multiplicity of those examinations, and the fact that they do not precisely coincide, is a difficulty in the way of making good school arrangements?—No, I do not think there is a good deal of difficulty; but my answer only represents the chief public schools, I should say that no very serious difficulty does arise.

10,664. And of course the number of boys who proceed direct from Harrow to such an examination as that of the Incorporated Law Society is probably not very large?—Quite so.

BEST AGE FOR PASSING FROM SCHOOL TO UNIVERSITY.

10,665. Have you any opinion to express upon the proper age at which boys should pass from one of the what are called "public schools" to the universities?—Yes. I have a somewhat strong opinion about that, which, rightly or wrongly, I have preached for a long time. I am of opinion that the age tends to become too high for leaving school for the university.

10,666. It is within your knowledge that 40 or 50 years ago boys very frequently proceeded to Oxford and Cambridge at 17 or even at 16 years of age, and that now as a rule they proceed more frequently at 19 than at 18?—I believe there are no statistics on the subject that are accessible. I do not know whether that is the case.

10,667. Perhaps I ought to say 50 or 60 years?—I think you would have to make that correction. I should say that in the last generation the age has become higher; whether it has become so in the last few years I have some doubts. I have taken some pains to inquire, and I do not learn that the immediate tendency in the last few years has been to raise the age; but I should wish that the age should be distinctly lowered.

10,668. What age would you think the proper one?—I am sorry when a boy goes to the university later than his eighteenth birthday. He now goes much oftener after it than before.

10,669. Would you not say that it might be still better if he went about his seventeenth birthday?—I should not go quite so far as that. I should hardly go farther than I have gone. I should prefer that a boy should join college before he is 18; that leaves a considerable limit.

10,670. What do you consider to be the causes which have made the age of going from school to the university somewhat later than it used to be?—It tends to keep high through several reasons; the chief of them I think is the pleasantness of schools. Fathers do what their boys wish, and the boys are always happy at school. That pleasure at school is altogether a different thing since 50 or 60 years ago. The particular eminence of games is one which is entirely of late creation. That tends very largely indeed to keep boys at school, because there is such a grip kept upon the good players.

10,671. Is this grip kept upon good players by the sentiment of the school and the houses, or also by the masters?—I am afraid it is quite as much one as the other.

10,672. (*Lady Frederick Cavendish.*) And the parents, too, I suppose?—Yes, perhaps so. I ought to add that where there are good scholarships, as in some of the chief schools, where they give an endowment to a boy, and he lives at free quarters, it is a very pleasant thing to his father to give him another year of that.

10,673. (*Chairman.*) But the scholarships are generally tenable for a certain number of years, are they not?—During the time the boy is at school.

10,674. It is not usually the case that a scholarship is tenable, like the Oxford or Cambridge scholarships, for a definite number of years?—It is not. And, once more, when a boy becomes 17 or 18 years of age, he is very often a *persona grata* to his master, and the master likes to keep him for the sake of discipline and example.

10,675. In order that he may discharge what are called monitorial functions?—Also for the sake of his example and his indirect influence.

10,676. That is, assuming him to be a good boy?—Yes, but it is very largely the case that a master prefers not to let his big boys go, for considerations which it would be perhaps harsh to call selfish.

10,677. Has the fact that the college scholarships can now be competed for in most or nearly all Colleges up to the age of 19, and sometimes up to the age of 20, any influence?—Large influence, because the scholarships are gained, as you are aware, at the age of 19, and a boy may stay at school in some cases for nearly another year afterwards.

10,678. So it may happen that a boy may stay at school till nearly his twentieth birthday?—Yes. That, of course, is a warm subject at present. Something is being done at the universities towards attempting to remedy the defect you have just mentioned.

10,679. Has any active step been taken at the universities which will have the effect of remedying it; the subject has no doubt been discussed? Something is being discussed at the universities in order to get the examinations put later, but it is very slight. The difficulty arises at present from the almost impossibility of getting the universities to work together. That is a very big question.

10,680. I want rather to put it to you in this way: If a boy can compete for a scholarship up till the age of 20, and if he is not certain he can win a scholarship at the age of 18 or 19, is there not a disposition on the part of the school to keep him till the latest possible moment, so that he may have the chance of winning a scholarship?—Yes. He cannot compete for a scholarship after 19, but there is a tendency to keep him up to the last moment at which he can win it.

10,681. Are any scholarships which can be competed for after the age of 20?—I think not. The disadvantages of boys remaining at school so late seem to be both as regards themselves and the school. I consider it a disadvantage for a boy to begin life and work much later than 21. It does harm to the school in so far as it tends to make masters treat boys as older than they are. There is something unnatural in telling a boy of 19 to go to bed at a fixed early hour. That sort of thing cannot but tell awkwardly upon the whole school.

10,681*a*. You mean it leads inevitably to a certain relaxation of discipline, because the discipline which is suited for the younger boys is not suitable for a boy of 19 or 20?—It is very difficult indeed to arrange that it shall be the same; and, generally speaking, boys, because they like to remain, submit themselves to restrictions which ought not to apply to them at all. When you let the best boys stay it tends to raise the general age. There are, it is true, in most schools rules of superannuation; but it is not the wish of some masters, and it is difficult for others, to enforce them.

10,682. Has this high age at which the boys now go any influence on the university itself?—The only influence that I can clearly appreciate, which is a matter of common sense, is this: if boys could go earlier it seems to me to stand to reason that more boys would be willing to go. I have no right to say that, but it seems to me natural to suppose so.

10,683. You would put it in this way, I suppose: that many a parent who feels that his boy ought to begin life at 21 or 22 would allow the boy to go for three years to a university if he sent him there at 18, but if he is to be kept at school till he is nearly 20 the father thinks it is not worth while to send him to the university, because it would delay too long his entering into life?—Yes.

10,684. You would feel, I suppose, that where a boy can go to a university the superadding of three years to his school life is a very valuable element in his future career?—All that I feel I have a right to suggest to the Commission is that the earlier you put it, the easier it would be for the average father to use it.

10,685. I meant rather to put it in this way: do you find that you have boys leaving you to go into life and not going to a university whom you would have been glad to see going to a university if they had gone younger?—Yes. I cannot say I have seen that very largely, but when you see it in a few cases you infer that it may be true usually.

10,686. And you see cases in which you would feel that the value of university training to a boy would be considerable?—I have, for example, had an alternative presented to me: "Shall the boy stay at school another "year longer, or shall I send him to the university?" in a case where both could not be afforded.

10,687. (*Dean of Manchester.*) The age you speak of as being the age at which you would like the boys to go is 18, I think you said?—I can hardly see how it is possible to lay down a law with regard to it. I am only suggesting this because the Commission seem to wish to know what the opinions of some persons are. I should feel very great difficulty in suggesting any machinery by which that could be worked.

10,688. (*Chairman.*) Are you in a position to say how far the views which you have expressed to us are shared by other masters of public schools?—I am afraid there would be a great difference, and a very warm difference, of opinion.

10,689. The views which you have expressed are, I believe, held by a good many people at the universities?—Yes. The universities throw the blame on the schools for keeping the boys, and we throw the blame on the universities for not asking for them earlier. Dr. Ridding, who was the headmaster at Winchester, wrote to me, in reply to a certain pamphlet which I published nearly 20 years ago, saying that his opinion strongly coincided with mine upon that subject, and I have very often heard it since, of course. Still there are many wise people who differ.

10,690. I suppose you would feel, on the other hand, that the very causes which have brought about this raising of the age are the forces which would oppose themselves to such a reform as you suggest?—The pleasantness of schools is a new thing, and the publicity of the games is a new thing.

10,691. Do you think the extreme devotion to what are called athletics will be a permanent factor in school life?—Yes, I should think so, speaking merely of games.

10,692. You do not think that it may to some extent prove to be a passing passion or fashion?—I think not; I hope not.

10,693. Have you ever heard the argument advanced that boys at 18 are too young to be trusted at the university?—I have never heard any one go so far as that. I have heard it suggested of 16 or 17, but I do not agree with it. I am perfectly willing to trust boys after 17, with the discipline of the universities as it is now.

TRAINING OF TEACHERS.

10,694. Have you any observations to offer to us upon what is called the training of teachers, or instruction in the science and art of education?—Yes, I should be glad to say a word or two; chiefly because the Commission, I think, ought to have before them on that subject a sort of *Advocatus diaboli*. The energy that has been displayed on the subject in pressing forward the training of teachers has been so great that it seems to me quite possible to over-estimate the desire for it which is generally held in the profession. I think the important thing to remember is that as regards the larger public schools, and indeed the main body of what are ordinarily called public schools, something entirely different is wanted in a master from what is commonly wanted at a primary school, or indeed at the ordinary day schools, the grammar schools of the country. A master at a large public school is chiefly a moral and social force; a master is this to a much less extent at the other schools I have mentioned. That seems to me to be a consideration which has never been sufficiently taken into account by those who advocate the universal training of teachers. To deal with boys where you have them completely under your control for the

whole of every day is an altogether different thing, and requires different virtues in the teacher from those that are required in the case of day-schools. I cannot see how you can hope to give training in this. It is true that training even in the other and lower departments of work may have its value, but I wanted to point out that they fill a much smaller space; they are to be taken only for what they are worth, and that is not half of the whole. Then such a thing is recommended by many people who see the results, which in the main are good, of primary training colleges. With regard to those again it must be remembered, though it is constantly forgotten, that they do an entirely different work from anything which might be suggested even as desirable in the case of public schools. The training college for primary school teachers is a sort of university; it teaches the subjects far more than it teaches the mechanical art of teaching. In fact I believe it is a common complaint now, that it does so to an increasing extent; that at the Government training colleges too little is taught of the art, and too much is made of the actual instruction. The training of public schoolmasters, I imagine, would be an enormous affair. Probably the Commission have no knowledge of the number of secondary school teachers that there are.

10,695. We have had some statistics, but they do not profess to be exact or exhaustive?—I have tried hard to invent statistics and have really failed. But, considering that the boys in secondary schools can be numbered I suppose by hundreds of thousands—at all events you must go to between 100,000 and 200,000—that you have a master for less than every 20 boys, and that the master does not stay in the profession probably as much as 20 years on an average, one gets some sort of idea of the amount of training you would have to give if every master has to be taught. In my case, having gone through the work of an assistant master for a long time, and having fairly learnt it, and remembering as I can having begun it with no technical knowledge, it seems to me that the trade can really only be learnt in the same way as most other trades are, by your own failures, by experiment, and by the influence of, and association with, other masters. In saying that I do not deny that some amount of technicalities might be usefully taught, but it does seem to me that the price you would be likely to pay would be very much greater than could fairly be paid.

10,696. What price are you contemplating?—The price in time and money.

10,697. How much time are you assuming?—I am assuming that each master had to go for half a year to a training college. It seems to me that that would be far more than the profession can stand, and that you are likely to spoil your supply of masters rather than improve it. The masters who go the best schools are not very poor men generally, but the profession on the whole consists distinctly of poor men, and the price that would have to be paid is a very heavy one.

10,698. What has been suggested to us in evidence is not that they should go to training colleges, but that in the universities, for instance, there should exist provision for giving instruction in what is called the science or theory of teaching, and also opportunities for practice, and for seeing teaching given by persons confessedly competent?—As regards the first part of that, I had said nothing, because it seems to me that mere pedagogy could be learnt in a fortnight. You only have to read a certain number of books, and the examination could be passed. I do not imagine that as regards that there is any very great amount of difficulty.

10,699. If it could be learnt in a fortnight, you would probably attach no very great value to it?—It would not be very difficult, I think, at a very small cost of time, to read through the half-dozen or dozen books which would be placed before any future master by a professor in the art of pedagogy. But I was dealing with a demand which is very largely made, that some masters should actually have had some training in teaching. Of course an experiment of the kind has been made and has failed.

10,700. To what experiment do you refer?—There was a training college up to about five or six years ago, I think, which for a long time attempted work of the kind, and did not succeed.

10,701. Take the case of Harrow, and schools similar to Harrow; the young men who become assistant masters there all come, I suppose, from one or other of the older universities?—Yes.

10,702. And have graduated there with honours?—Yes.

10,703. Would you see any great difficulty in requiring those who intended to devote themselves to the profession of teaching to attend a course of lectures extending perhaps over one or two terms in the science and art of teaching, and during that time to practise themselves a little in teaching in schools in the place; or would you consider that that, although easy, would be valueless?—I should attach very small value to it. A really good master for such a school as that from which I come is a very valuable thing, and a headmaster would think twice before he would reject him, because he had not gone through that course.

10,704. The question would rather be whether he would not be more efficient for the purpose of teaching if he had received that training, and whether it would not save him from some of those mistakes which inexperience might lead him into at first, and make him sooner fitted for the intellectual part of his work?—Although I acknowledge that to some extent that is the case, I think it is commonly exaggerated. That is all I can say. ITS IMPORTANCE EXAGGERATED.

10,705. You said that a master in one of the great public schools is chiefly a moral and social force, but after all, does he not give teaching?—Yes.

10,706. And his teaching may be better or it may be worse?—Yes, but I think it will not be very much better or worse in virtue of what you have described. It may be perhaps a little, but I think it is commonly exaggerated.

10,707. In other words, you do not think that such instruction as can be given in the science and art of teaching, based either upon psychology or upon ethics, will make any substantial difference to his ultimate effectiveness as a teacher?—Quite so. I think it would make a very small difference.

10,708. You think it is so much a matter either of natural gift or the power of picking up from experience, that the element of systematic training may be practically ignored?—I almost go as far as that.

10,709. Then, in other words, you have not come across persons, in your experience, whose mistakes and deficiencies as teachers would have been to any sensible extent cured by their having received a better special preparation before they entered on their teaching work?—It would hardly have been touched by the books they have read. I cannot conceive that they can without enormous cost of time and money have gone through a practical training such as would have cured those mistakes to any great extent. I accept the few words you said a few minutes ago, but so much depends upon persons' idiosyncracies that this will have but small effect.

10,710. And although you spoke more particularly with regard to the public schools—that is to say, to the great boarding schools, where the master is constantly in communication with the boys during their play hours, as well as their work hours—you would extend these observations to teaching in secondary schools generally, including, of course, the day schools, which form the great majority of secondary schools?—The argument which I use applies less in proportion as the mere intellectual teaching forms a larger proportion of the school work.

10,711. That is to say, in a day school where the master's sole business, or almost his sole business, is the imparting of knowledge, you think the element of special training might have more relative value than in a boarding school?—Yes, I quite accept that, but even there I do not agree with the very great stress that is laid upon it by many persons.

RELATION OF GREAT PUBLIC SCHOOLS TO ORGANISATION OF SECONDARY EDUCATION.

10,712. Have you anything to say with regard to the relation which what are called first grade secondary schools, such as Harrow, should hold either to a central educational authority for the whole country or to any local authority within whose bounds they may happen to be situate?—This only, remembering again that I represent only a certain number of schools. We are very largely before the eye of the public, and we are in less need of what you suggest than some other schools might be. That is the important thing to remember. In 10 or 20 of the large schools every thing that is done is known to the public, and to their *clientèle*. At the present moment they do not need what you are describing.

10,713. In other words you do not think that there are any points on which they could receive substantial help or aid, either from a local authority—by which I mean a county or provincial authority—or from a central educational authority?—No, I do not. As regards the first I really see no connexion; as regards the second, while education is in its present state I am so afraid our being cramped. I believe the Commission has before it the original author of a certain story with regard to a French minister having pulled out his watch; I invented that story some 30 years ago. There is no pressing danger of that at the present moment, but I can of course easily conceive that with the examples of France, Germany, and Sweden before us, there might be.

10,714. You would conceive that would be a danger to be guarded against in the formation of a central authority?—Yes.

10,715. You would not feel that such schools as Harrow or Eton, which are as you say, in the public eye, and whose alumni continue to be interested in them, would be sure to be preserved from any encroachments?—I should still be very much afraid of being cramped. One knows that the Germans are of the same race as we are, and education in Germany is seriously affected by the power of the Government. It is true, in fact, of every civilized European country except England.

10,716. Of course in all these countries education has been organised by the State?—Yes.

10,717. In England there never has been any State organisation of Secondary Education at all?—Quite so; and whatever merit it may have, the danger of cramping the work of schools seems to me one that it is almost impossible to overrate.

10,718. Would you apply that even to entrusting further powers to the universities than they now enjoy?—I should be very sorry to give the universities further powers.

10,719. You think the same danger of cramping might apply in the case of any control by the universities?—I have no reason for wishing to be controlled by the universities.

10,720. I will not say controlled, but influenced?—I think the influence of the universities is as great as it should be.

10,721. Have you any opinion to express upon the question of whether an assistant master should have an appeal against dismissal by a headmaster, or whether a headmaster should have an appeal against dismissal by a governing body?—As regards the first there is, I believe, no difference of opinion among teachers on the subject. If it were not for difficulties which may be familiar to, at all events, the Chairman of this Commission, a Bill would have been passed long ago in Parliament to alter the present law.

10,722. That is to say, to give the assistant masters a right of appeal to the governing body?—Yes, I know nobody who does not think so. Things work smoothly at schools without it, but at any moment occasions might arise which would make it highly desirable that there should be an appeal, and an Act of Parliament with a single clause would give it, practically.

10,723. What opinion would you express with regard to the question of whether a headmaster, dismissed by the governing body of his own school,

should have an appeal to any other and what authority?—I cannot conceive any authority at this moment which would be capable of exercising such a function usefully.

10,724. It would be a question of what authority, of course, but the point rather is this: whether there are cases in which the dismissal of a headmaster by a governing body ought to be subject to review by some external authority?—I am afraid I cannot offer an opinion about that. My knowledge is limited, and nothing that I could say, I think, would be of value with regard to any except the chief schools.

ART OF TEACHING ONLY TO BE ACQUIRED BY PRACTICE.

10,725. Is there any other point upon which you would like to express an opinion to the Commission?—I should like to add to what I was saying about the training of teachers, that I have been unable to conceive any machinery by which the art of teaching can be given practically to masters. The art of teaching seems to me so much a matter of personal power and experience, and various social and moral gifts, that I cannot conceive a person made a good master by merely seeing a class of boys taught, unless he was allowed to take a real serious part in it himself; unless he became a teacher himself. I can understand that at a primary school you can learn by going in and hearing a good teacher at work; but the teaching of a class of older boys is so different, and has so much of the social element in it, and it may vary so much, that I should despair of teaching a young man how to take a class, unless he was a long time with me. To try to do it hurriedly, or to do it perfunctorily, seems to me useless.

10,726. You do not think that there are certain mental laws or processes common to or applicable to the teaching of all scholars alike, whether primary, secondary, or university, which it is possible to understand better, and therefore to apply better, by having one's attention systematically called to them, and the use that may be made of them?—I cannot say that I see any good in seeing that carried out.

10,727. And you do not think there are mistakes made in the teaching of certain subjects, let us say, for instance, geometry or history, which strike anyone who is a master of those subjects and happens to be present as a listener, and which a competent instructor could have prevented the teacher from falling into?—No, I do not think so, although it seems rash to say it, because a bad man teaching history well is a far worse thing than a good man teaching history badly.

10,728. But what is suggested is that a good man might teach history better?—Still, all the same, I venture to suggest that the man himself is so much more important than the details of school work that it is not worth thinking of the second in comparison with the first.

10,729. I will not press you with analogies drawn from other professions, but I understand you to go so far as to say that the personal element of the teacher is so incomparably greater than anything else that it is hardly worth while to give him special instruction which would prevent him from falling into bad methods of teaching?—If you could very easily give that instruction, yes. On the whole, I agree with the sentiment, although not with the actual language.

10,730. (*Mrs. Bryant.*) As you have told us that you cannot conceive of a form of training which would be valuable, may I ask you if you are acquainted with the work that is being done at Cambridge, here in London at the Maria Grey Training College, and also at Cheltenham in the Women's Training College?—With regard to women, no. My knowledge all comes from conversation and talk. I have many friends who are interested in the subject, and I am constantly talking of it. I do not think that anything has been done which touches my large objection, that the master of a boarding school is altogether a different thing from the master of a day school.

10,731. I am not attempting to traverse the general subject, but only to draw attention to one point. You told us that one would not learn very much from listening to teaching, and I wanted therefore to ask you

whether you are aware that in these colleges a very large part of the practical instruction consists in the novice teaching under the inspection and subject to the criticism of others who know better?—I think I hardly went so far as you put it. I do unquestionably see that something could be done. I wish to caution the Commission against attaching too much value to its efficiency.

10,732. (*Dr. Fairbairn.*) Do you think that the public schools in appropriating some of the time which ought to be given to the universities have appropriated also some of their work?—I do not think there has been a very great change in the last generation or two as regards the standard of work at the schools.

10,733. Then his extra time at the school does not mean extra attainments for the boys?—It does not mean a different class of attainments. It means that a boy who knows Latin up to the age of 18 will know it a little better at 19; but the extra year does not make any difference in the character of his work.

10,734. In other words, the schools absorb the time, but they do not perform the functions of the universities?—They push a boy further in the lines on which he has already gone. A year must make a boy better generally.

10,735. Then could you suggest any means by which his time may be more completely saved for the boy?—No. I wish him to begin the world earlier, and therefore presumably to know less.

10,736. Do you think that athletics, cultivated as they are, absorb so much of the time of the boy, that the school has to subtract from his proper studies?—No, I think games do no harm at all, at least to the boy.

10,737. Do athletics become any condition as regards choice of masters?—Sometimes certainly, in late years.

10,738. Does that affect your judgment as to the efficiency or otherwise of training colleges?—I think not.

10,739. Are not the same qualities of moral and social force that you require in a master of a public school required in the master of a day school?—Much less, because a master of a boarding school sees so much more of the boy. His relations to him are different.

10,740. And as regards the maintenance of discipline, do you not think it is harder in a day school than in a public school?—I doubt it. At any rate I do not see very much difference. Discipline becomes easy to a person who has learnt it. Discipline in a school is a very different thing from what it was 40 or 50 years ago; it is far better, and that is solely due to the pleasure which boys have in being at school.

10,741. Do you regard special training in the methods and art of a profession as necessary for men going into law or medicine, or say orders—theology?—One knows certainly that it is in some cases, but not in every case. A profession which has much technique must have much training; a profession which depends upon moral qualities necessarily has less.

10,742. But would not professional training be a training that evoked moral qualities?—I hardly know that it could.

10,743. You have spoken as to your fear lest the control of a public department—a central authority—be injurious to the public schools?—Cramping in point of curriculum.

10,744. Do you think that the public school, standing in a national system, would do any good to the central authority and to all the other schools under it; do you not think that the public school might have an influence to exercise as well as an influence to receive from such a connexion?—I suppose for a long time it would be very potent in the public councils.

10,745. Do you not think that it is of very great consequence that the public schools be schools with influence on elementary and on intermediate

education?—I do not know really. There is so little contact at present between the larger public schools and the others that I do not know in what way that influence can be directed.

10,746. (*Chairman.*) Do you mean there is so very little connexion?—Yes, and they are so very different things.

10,747. (*Dr. Fairbairn.*) Do you think that the want of connexion is a good thing?—I see so little of that that I am afraid my opinion is not valuable.

10,748. (*Mr. Cockburn.*) Are you aware that a good many endeavours have been made by those having the control and management of our advanced elementary schools to tempt into their schools graduates of the teaching universities?—I have heard of it.

10,749. Do you know that one of the greatest obstacles to the extension of that movement is the absence of technical skill which those graduates show when they come into a school?—I have no knowledge myself.

10,750. If that were the case, does not that, in your view, rather militate against the opinion you hold as to the uselessness of practical training in the science or art of teaching?—It hardly affects what I was saying as to the special necessity for the public school.

10,751. But surely the practical work of the school, whether it be a boarding or a day school, will to some extent be on similar lines?—My argument was that, although to some extent it was, to a larger extent it was not.

10,752. Then you can conceive that the want of technical skill on the part of a graduate may be a distinct obstacle to his usefulness in the school?—Do you mean a primary school?

10,753. Well, an advanced primary school?—I suppose absence of skill is always bad. The only question that the Commission would be interested in would be in what way it is best supplied. Some might think it is best supplied by being given apart from the school, and some might think that it is best learnt in the school.

10,754. (*Dr. Fairbairn.*) Is there not a combination of these things possible that would be better than either alternative?—I still think that success in a trade is best attained by practising it.

10,755. (*Mr. Sadler.*) I suppose you would feel that the nation has a right to hold inquiry into the endowments of even the greatest public school?—Certainly.

10,756. And that there have been difficulties felt in regard to the present tenure of scholarships by the sons of comparatively wealthy parents?—Yes.

10,757. Might not that be a matter in which it would be desirable that the public should have in a State Department some agent to make regular inquiries as to the proper expenditure of educational funds?—Yes. I suggested that myself 20 years ago. I have always been of opinion that the endowment of a school was a matter that ought to fall under public cognisance.

10,758. Then I am right in understanding that you would not wish to exclude even the greatest public schools from the general system of education of the country?—At any rate I wish it to be open to the public cognisance, as regards the use which it makes of its endowment.

10,759. Continuously?—Yes.

10,760. You were saying that there was little contact between the higher grade of Secondary Education and the lower grade in this country?—Very little.

10,761. In universities of course that is felt very much, because many graduates are desirous of obtaining posts as teachers, and are comparatively ignorant of the conditions of the employment in any but perhaps the higher grade of Secondary Schools?—Yes.

10,762. Would it not be, in your judgment, desirable that such men should have an opportunity at Oxford and Cambridge, and elsewhere, of studying the general system of education in the country. That is a side of training which I think has not been mentioned?—Do you mean for the purpose of getting masterships?

10,763. Only partially. I mean so that a man might realise what is the general system of education in the country, and by possessing such knowledge help to unify it more?—Do you mean would it be desirable that the undergraduates should largely know the general system of education in the country?

10,764. I did not mean undergraduates, but that men who propose to take up teaching should have an opportunity in the university of learning something about the general educational system of the country in order that we might have less of this separateness in its different grades?—I am afraid I have never thought of that.

10,765. (*Mr. Yoxall.*) I understand that you are opposed to any compulsory leaving examinations, because of the effect of the compulsory leaving examination upon the curriculum, cramping and affecting the whole course of the work of the school?—I am anxious with regard to it.

10,766. On the whole you would not recommend the Commission to set up any compulsory leaving compulsory examinations for the use of secondary schools?—I am rather nervous and anxious about it than actually opposed to it. I can conceive it done, but I can foresee so many difficulties that might arise that I should look upon it with some apprehension.

10,767. You would fear that the whole course of a scholar's life at school, and the whole teaching in the schools all a scholar's life, would to some extent be directed with a view to the ultimate examination?—Yes, I should fear so. Everybody knows that we are greatly influenced by examinations. I think the general complaint is that we are too much in fear of examinations now.

10,768. (*Chairman.*) You mean it often happens that the master sees a line in which his teaching might be developed properly, but is deterred from following that line by thinking that no value would be given to it in the examination?—Yes.

10,769. (*Mr. Yoxall.*) You said you preferred the Civil Service examinations to those of the universities, and in answer to the Chairman you then said you would prefer an examination by a Governmental Department to that of the universities as being compulsory upon all secondary schools. How would those remarks apply to inspection, not examination?—I am against inspection altogether.

10,770. Against inspection by any body whatever?—Yes.

10,771. But in the schools that are aided by public money and local taxation grants, or under the Technical Instruction Acts, you would recognise that there must be some form of control by the granting authority, or the rating authority, which makes those grants?—I conceive that it is so, but I have no knowledge myself upon it.

10,772. You said that the teachers of the public boarding schools were chiefly moral and social forces. Does it not occur to you that it is possible that the moral and social force, even of a most admirable person in that capacity, may be largely discounted and counteracted in schools by want of ease and power in the art of teaching?—Yes.

10,773. And I suppose it often happens that a graduate going from a university to a school of the type we are now considering finds he is inclined to be a failure in the art of teaching and has to give up the work?—Very seldom, if he is such a person as we are thinking of.

10,774. But there is no guarantee that he is likely to be a suitable person for the work to which he goes?—The headmaster would never think of taking him unless he was.

10,775. I am thinking of the pedagogic qualification. Neither the assistant master nor the headmaster can know that this particular graduate is likely to be successful as a teacher?—I can hardly agree with that, because when you know a man you can pretty well form an estimate beforehand as to whether he will be likely to succeed. One can gauge to a very large extent his qualifications; for instance, good humour, good health, the tone and justness of his mind.

10,776. Then you take the view that the art of teaching in practice, and discipline in particular may be considered as very largely the reflex of a man's character upon the children?—Yes.

10,777. And, therefore, nothing but inherent character can produce effective teaching?—I would go a very long way towards that.

10,778. In the case of the 50,000 secondary teachers in the county employed in all kinds of secondary schools, is it to be supposed that all the 50,000 persons possess that inherent force of character which makes for successful discipline and teaching?—I am afraid they do not all possess it.

10,779. Therefore is it not likely that there must be a great amount of waste in the teaching power of the country, and is it not therefore necessary that the State should take some guarantee that such a state of things should not continue?—Will you forgive my saying that the argument seems hardly cogent, that there will be bad men in all professions is certainly true.

10,780. I was not referring to bad men so much as weak men and weak women—cases of weak character rather than of bad character. Weak character will produce bad teaching upon your theory quite as much as bad character?—I hardly see myself how the State can ensure it.

10,781. You referred to a case in which the experiment had failed. That was a training college which was set up. You are aware, I suppose, that that college failed largely because its funds were not sufficient to maintain it upon a non-paying basis for a sufficient number of years to enable it to get over the difficulties that always accompany youth; and that to that extent it was not a full and fair experiment as to whether a secondary training college is wanted in England or not?—I do not know much of the circumstances.

10,782. (*Dr. Wormell.*) You did not know that training college, did you?—I knew the headmaster of it, but I did not know much of the college itself.

10,783. You had no knowledge of the students?—No.

10,784. You have no reason to believe that the process of training failed to increase the teaching power of the students?—No, I have not sufficient knowledge to speak.

10,785 (*Mr. Lyttelton.*) On this vexed question of training you would not say that training spoilt a man's moral and social gifts?—No.

10,786. And, therefore, granting that it might add a little to what he originally possessed, it really becomes a question of whether it is worth while, in view of the difficulties, to establish the system?—Yes, and there is also the cost of the time and money.

10,787. As to the question of the age for leaving school, I think you said that the monitorial reasons tended towards keeping the boys late?—Not solely monitorial reasons.

10,788. But those amongst others?—I should rather put it, perhaps, that the masters are glad to have them for the sake of their example and either direct or indirect authority.

10,789. Would there be any counterbalancing gain to the school for the loss of its best monitors?—In the first place, if I may say so, it is too much to assume that the boys of whom we are speaking are the best monitors; and, in the second place, I think that the getting rid of the bigger boys is clearly a gain to the school.

10,790. Then you would have it extended beyond the boys who are trying for scholarships for the university?—I should say that boys should leave school, generally speaking, by the time they are 18.

10,791. There is no way of limiting the age, is there?—No, I fear not.

10,792. With regard to the beginning work late in life, supposing it were necessary for a boy to begin work at 20 or 21, do you feel quite sure that parents are likely to keep him from the university simply for the reason which you give?—I think that it operates sometimes in that direction.

10,793. But if the age is to be lowered, even in the case of the scholarship boys, the pressure must come from the universities?—Universities can do much, but the schools by learning wisdom can also do something, if I could successfully preach to them.

10,794. I wish to ask you one more question with regard to a public department taking cognisance of educational funds. Do you think there would be any possibility of any department taking cognisance of funds and not endowments?—I meant endowments. It has all along appeared to me that all these endowments of schools are such as ought to be known to the public.

10,795. But in the case of the entrance scholarship system in the schools you are speaking of, the mass of the funds employed for that purpose are not endowments?—I should not have thought it was a very large part.

10,796. Therefore the department would be obliged to take notice only of the endowments, and they would begin with them if they wished to make any reforms?—I quite agree. I simply meant endowments.

10,797. (*Mr. Hobhouse.*) Is not the age at which boys who are likely to get scholarships go to the universities a good deal influenced in some cases by the great competit on that exists between the different colleges at the universities to get the best boys?—Yes.

10,798. I mean by the dates at which they arrange to hold their scholarship examinations?—It is very important.

10,799. I suppose you would think it very desirable that as soon as a boy has got his scholarship at a university or definitely failed to get it, he should at once leave school and go to the university or elsewhere?—I do not so much care for that in itself as for the indirect result which the abuse you describe creates, of keeping the boys at school necessarily longer.

10,800. But is not the effect on the boy who has got his scholarship and is only waiting a few months to go to the university bad as regards his studies?—I can hardly agree with that.

10,801. Are any steps being taken to your knowledge to remedy the evil of the different colleges competing for good boys?—Something is being talked of and something has I believe even been done at Cambridge now, but there is a considerable difficulty in the universities working together.

10,802. I suppose there would be no great difficulty if there was the will in the governing bodies of these large public schools insisting upon a certain age of superannuation?—That is more or less done.

10,803. But rather less than more I think?—It depends on the school.

10,804. There are, I understand from your evidence, a large number of boys in whose case the ordinary rules of superannuation are relaxed without any special reason?—In some schools.

10,805. In most large boarding schools?—In some schools, at any rate. I cannot say more.

10,806. (*Mr. Jebb.*) In what respects do you think that the examinations conducted by the Civil Service Commissioners are better than the examinations conducted by the Oxford and Cambridge Joint Board?—There I simply speak as a professional examiner and schoolmaster. Reading over their papers and seeing the questions that are set, and the carefulness of

the arrangement of the standard, I should say that the former seem to be on the average better than the latter.

10,807. Apart from the question of scholarships, do you think anything else could be done either by the universities or by the schools to make the age of entrance at the universities lower?—I fear not. I cannot think myself of any method of external control possible; I wish I could.

18,808. (*Chairman.*) We are extremely indebted to you for your evidence and perhaps I may say none the less so for the way in which you have so efficiently sustained the part of *Advocatus Diaboli*.

The witness withdrew.

Adjourned to Tuesday next at 11 o'clock.

TWENTY-SEVENTH DAY.

At Westminster Hall, Tuesday, July 31st, 1894.

PRESENT:

THE RIGHT HON. JAMES BRYCE, M.P., IN THE CHAIR.

The Hon. and Rev. EDWARD LYTTELTON, M.A.
Sir HENRY E. ROSCOE, D.C.L., M.P.
The Rev. A. M. FAIRBAIRN, D.D.
Mr. RICHARD C. JEBB, M.P.
Mr. RICHARD WORMELL, D.Sc.
Mr. HENRY HOBHOUSE, M.A., M.P.
Mr. M. E. SADLER, M.A.
Mr. GEORGE J. COCKBURN.
Mr. CHARLES FENWICK, M.P.
The Lady FREDERICK CAVENDISH.
The Hon. WILLIAM N. BRUCE, *Secretary.*

D. R. FEARON, Esq., C.B., called in and examined.

10,809. (*Chairman.*) You were an Assistant Commissioner to the Schools Inquiry Commission in the years 1865, 1866, and 1867?—I was.

10,810. Before that you were an inspector of schools?—I was.

10,811. And afterwards you were an Assistant Commissioner to the Endowed Schools Commission, and you have been since then in the Charity Commission?—Yes.

10,812. And for the last how many years as secretary?—Since June 1886 I have been secretary to the whole Department.

10,813. The evidence which you are good enough to give to us will be given as by yourself personally—you express your own personal opinions?—Yes, if you please. I am not instructed by the board to represent them in any way, though they have sanctioned my attendance before you as secretary, and have given me a free hand in what I may say. They have not instructed me to represent them. I appear in a personal capacity. What I have to say is based on my official experience, but I do not speak it as secretary of the Charity Commission. It is known to you and perhaps to your colleagues, but it might be well that I should just mention

that I have no vote at the board, that I have no responsibility for the policy or actions of the board, attending the board only as secretary.

10,814. The chief point upon which you are going to speak is the proper method of organising Secondary Education, with special regard to endowments which already exist for its promotion?—Yes, that is the question to which I was desired by the letter of your secretary to address myself, and I have done so.

10,815. What do you take the meaning of the term Secondary Education to cover?—As you are aware it is a term which was first introduced into this country by the Schools Inquiry Commission.

10,816. And borrowed I think from France?—Quite so. I understand by the term all that education which lies between the primary and the superior, and by "primary" education I understand that minimum of education which the State requires that every citizen, male or female, should receive; and that I consider to be, as it was once expressed by the Schools Inquiry Commission, very good reading, very good writing, and very good arithmetic, covering within those terms all that comes within the obligatory standards of the Education Department.

10,817. Then would you consider that everything above those three which you have described might be taken to belong to the province of Secondary Education?—Yes, in my view it must.

10,818. And therefore the terms primary education and Secondary Education would to-day be by no means correlative to the terms elementary and secondary schools?—No.

10,819. Because a great deal of that which would fall under your definition of Secondary Education is now given in elementary schools aided by the Education Department?—Certainly, and I think must be so.

10,820. Am I right in thinking that the point to which the Schools Inquiry Commissioners chiefly addressed themselves was the reform of the endowed schools?—Yes, that was so.

10,821. And it was chiefly towards the reform of the endowed school that their recommendations were directed?—That was the main part of their recommendations, because they considered that the endowed schools formed and must form the most important part of the material for Secondary Education.

10,822. And they also considered I suppose that the State might be held to have a jurisdiction over, and a right of interference with, endowed schools, which it would not necessarily possess over and with other classes of schools?—Quite so

IMPROVEMENTS SUGGESTED BY ENDOWED SCHOOLS COMMISSION.

10,823. The Schools Inquiry Commission suggested machinery for effecting the improvements they desired?—They did.

10,824. And the Endowed Schools Commission established by the Act of 1869, and subsequently the Charity Commission, have gone on endeavouring to effect the reforms contemplated by means of that machinery?—Those Commissions and their powers were wholly inadequate, and I think have never been conceived to be adequate, for the purpose of effecting the whole of the improvements desired.

10,825. We may put it in this way: so far as the statutory powers conferred upon them by the Act of 1869 and amending Acts enable them to do so?—Yes. Perhaps it might be of use if in a few words I might be permitted to describe what I conceive to have been the improvements suggested by the Schools Inquiry Commission. I think I might summarise in this way the improvements which the Schools Inquiry Commission considered chiefly necessary in Secondary Education in England and Wales: First, the widening of the curriculum and popularisation of the studies, and the extension of the benefits of good Secondary Education to girls; and they instanced America as the country, outside of this country, into which their researches had gone as being a type of what was desirable. Secondly, freedom for conscience, which they found to be fully secured in France. Thirdly, increase of parental interest and of popular sympathy,

which they considered to be the most remarkable feature of Secondary Education in Scotland. Fourthly, organisation; of which they thought certain parts of Switzerland, and particularly Prussia, were the typical instances. And they gave us as their principal reasons for need of improved organisation the following: First, to economise resources and prevent waste of power. Secondly, to supply deficiencies of educational means, schools, scholarships, exhibitions, and so forth. Thirdly, to give a definite aim to governing bodies, teachers, parents, and scholars. Fourthly, as a consequence, to improve the methods of teaching and raise the standard of learning. Fifthly, to ascertain results. And, Sixthly, to diffuse information and publish statistics. I have collected that from the whole report as what strikes me as the general scope of the improvements they desired. And they recognised, as the Chairman has remarked, then, as I think is now recognised, that the reform of the endowed schools of England and Wales was the first great factor in the problem.

10,826. (*Sir Henry Roscoe.*) Was that up to the year 1889?—That report was made in the year 1867–8. Then they recommended, as the Chairman has remarked, for effecting those improvements, the establishment of a special machinery, which you will find described in the first volume, pages 631 and 651, of the Schools Inquiry Report, but of which part only, namely, the Endowed Schools Acts, 1869 to 1874, and the authority to work those Acts (namely, the late Endowed Schools Commission and the Endowed Schools Department of the Charity Commission) have been established for England and Wales as a whole. The establishment of those Acts and the machinery for working those Acts form a part—an important part—but only a part, of the machinery contemplated by the Schools Inquiry Commission for carrying out those improvements.

10,827. What have you to say with regard to the other part which has not been carried out?—There have been, of course, several changes since that time, which, though they have not secured the establishment of that machinery, have affected the operations under the Endowed Schools Acts, and have still further prepared the way.

10,828. Will you kindly state what those have been?—First, as regards Wales, a much more complete system has been introduced by the Welsh Intermediate Education Act, for the Principality of Wales and the county of Monmouth. That Act and the machinery produced by that Act have so altered the whole position of Secondary Education in Wales that it is quite necessary to look at it separately now from the rest of England. A great deal of what I propose to bring before you to-day has been to a certain extent either actually accomplished or is on the verge of accomplishment with regard to Wales and Monmouthshire. That is one Act which has made a great deal of difference. Next, an Act which has made a great deal of difference is the Technical Instruction Act, 1889, and amending Acts. That has made an almost incalculable difference. Thirdly, the Local Taxation (Customs and Excise) Act has made a very great difference, and with the Technical Instruction Acts has tended to produce an experience and a certain amount of result which, to my mind, is a very great guide and help to anyone endeavouring to organise Secondary Education now. I ought to add the Elementary Education Act, 1870, and Amending Acts, which have made a most important change.

10,829. Have you any views to lay before the Commission on those subjects?—I think it would make clear what I have to say if the Commission would permit me to call attention to how much of the improvements desired by the Schools Inquiry Commission it has been possible to accomplish under the Endowed Schools Acts as they stand, because, I think that will help to show what is further required.

LIMITED SCOPE OF ENDOWED SCHOOLS ACTS.

10,830. We shall be glad to hear what you have to say upon that?—I speak of the Endowed Schools Acts, 1869 to 1874, not including the Welsh Intermediate Education Act, which is one of the Endowed Schools Acts, but which it is necessary to look at apart. These Acts, 1869 to 1874, are three in number—the Act of 1869, that of 1873, and that of 1874. They have now been worked for a quarter of a century. It is just about 25

years. The Commission understands that they do not in any way touch proprietary or private schools, but only a limited number of educational endowments. The Commission has before it a paper known as Paper A., which was drawn up by the Joint Departmental Committee (of which I am a member), established by Mr. Acland for considering this question, and, therefore, with your permission, I will presume a knowledge of the contents of it.

10,831. We have that paper before us?—Any one who reads that paper will see that the operation of the Endowed Schools Acts, 1869 to 1874, is not only limited to endowments, but is limited to part only of the endowments for Secondary Education in England. Those Acts, therefore, were not capable of effecting all the improvements required in regard even to endowed schools, that is, the mere organisation of individual endowed schools.

10,832. Much less did it touch the large field which lies outside them?—Precisely so. Nevertheless, the endowments lying within those Acts, are an extremely important part of the material for Secondary Education in this country, not only because of the traditional importance attached by our country to the ancient schools, but also because of their actual money value. The total estimated gross income from endowments in England, exclusive of Monmouthshire, known at the present time to be subject to the Endowed Schools Acts 1869 to 1874, is about 722,000*l.* a year.

10,833. Almost as large an amount as the total sum given under the Customs and Excise Act?—Yes; it is very nearly, as far as my knowledge goes, the same sum.

10,834. And what amount from endowed schools beyond those at present under the Charity Commission?—All endowed schools are under the Charity Commission, except Eton and Winchester. With those exceptions, all endowed schools are under the jurisdiction of the Charity Commission under the Charitable Trusts Acts.

10,835. May I ask whether the sum you have mentioned includes the whole of the endowed schools in England, or only those of which the Charity Commission has at present had cognisance?—Seven great schools in England are excluded from the Endowed Schools Acts altogether. You may take it in this way; that two endowed schools in England are entirely excluded from the jurisdiction of the Charity Commission, both under the Charitable Trusts Acts, and the Endowed Schools Acts, that is to say, Eton and Winchester, by special statutory provision, and all other endowed schools so far as supported by endowments, including Harrow, Rugby, Shrewsbury, Charterhouse, and Westminster, are under the jurisdiction of the Charity Commission under the Charitable Trusts Acts. The seven are not under the jurisdiction of the Charity Commissioners under the Endowed Schools Acts; and besides those seven at the top, there is a large number at the bottom, namely, all endowed schools not being grammar schools, but being schools for elementary education, the endowment of which does not exceed 100*l.* a year. Those are all excluded from the operation of the Endowed Schools Acts, 1869 to 1874. So that, speaking roughly, between the seven great public schools and the elementary schools, the endowed schools and the endowments for Secondary Education are within the Endowed Schools Acts, 1869 to 1874.

10,836. That middle portion, as you may call it, is represented by the sum you named?—Yes.

10,837. (*Mr. Cockburn.*) Are Eton and Winchester included in the seven?—Yes; they are equally excluded from the Endowed Schools Acts, and the Charitable Trusts Acts. I speak roughly as to what comes within the Endowed Schools Acts, 1869 to 1874. There are particular exceptions with which I need not trouble you; but speaking roughly, and looked at broadly, that is the fact.

10,838. (*Sir Henry Roscoe.*) You have given us an account of the limited scope of these Acts. What have you to say with regard to the capability

of these Acts to effect the improvements required?—I mentioned just now that the total amount of these endowments, subject to the Endowed Schools Acts, 1869 to 1874, is about 722,000*l.* a year. Schemes have been made under those Acts, and are in operation, for about 535,000*l.* a year; leaving about 187,000*l.* a year, for which no schemes have been yet established. But, besides that, there is a large and hitherto uncalculated amount of capital endowment consisting of sites, and buildings, which is not reckoned in that amount. That is gross income.

10,839. Do I understand that this amount of endowment represented by 187,000*l.* has hitherto not come under the actual action of the Commission because of want of time, or because the endowments stand outside the Act in some way?—I am speaking only of that endowment which is known to be subject to the Endowed Schools Acts, 1869 to 1874. The reason, roughly, why that 187,000*l.* a year has not been dealt with, is partly time; partly vested interests which in some cases stood in the way, and made it desirable to leave those cases for a time and deal with others as to which there was no obstacle, and partly other reasons of difficulty. The difficult cases have generally been left to the end. But I ought to warn the Commission of this, that I speak only of that endowment which is known to be subject to the Endowed Schools Acts, 1869 to 1874. I have reason to believe, as stated in my evidence in 1886–7, before the Select Committee on those Acts (No. 5,811), that there is a very large amount of endowment besides that which is subject to the Acts, not yet known or recorded as so subject; and it is important to bear that in mind if you desire to estimate the length of time that would still be required in finishing the work under the Acts, and preparing schools for further organisation.

10,840. Do I understand that the power of the Commissioners is insufficient to enable them to obtain a hold over the amount to which you have just referred, and that further powers are required in order to enable those sums to be utilised or brought into action for Secondary Education?—I could explain my view on that subject in a few words if you would allow me to mention how long I think it would take to finish the work under the Endowed Schools Acts, 1869 to 1874. If you leave out of consideration the unascertained amount which is probaby subject to those Acts, and take only that which is recorded in Mr. Roby's return, it would require, at the rate of progress of the last 25 years, about nine more years to make schemes for the rest of the endowments; but that rate of progress cannot be expected to be maintained, for the following principal reasons: First, the time and staff of the Commissioners in the Endowed Schools Department are largely and increasingly occupied in making amending schemes.

10,841. Amending schemes for the schemes already under their supervision?—Schemes amending schemes which they have previously made. Some of these schemes were made nearly a quarter of a century ago, and owing to changes of time and circumstances they require amendment; and that has become so large and increasing a part of the work of the Endowed Schools Department of the Charity Commission that it would seriously affect the period of nine years which otherwise might be contemplated as the time required.

10,842. Are these amending schemes made at the suggestion of the parties concerned, or by the interference as it were of the Charity Commission?—Sometimes it is at the suggestion of those interested and concerned, and sometimes on the bare initiative of the Commissioners. Some amending schemes are made under the Charitable Trusts Acts because there is power taken in every original scheme to do so. I may explain that under the Charitable Trusts Acts it is a general rule and doctrine that the Commissioners cannot make a scheme dealing with a foundation regulated by Act of Parliament. Now, inasmuch as every scheme made under the Endowed Schools Acts has the force and operation of an Act of Parliament, they could not under the Charitable Trusts Acts amend that scheme except from this fact, that in every one of the original schemes they have taken express power to amend it under the Charitable Trusts

Acts; so that they can in point of fact and practice under the Charitable Trusts Acts amend every scheme under the Endowed Schools Acts. But there is this great difficulty in the way, that it must be done by means of their ordinary jurisdiction under the Charitable Trusts Acts; and that ordinary jurisdiction gives them no initiative in case of any endowment over 50*l.* a year. They must have an application from the governing body or trustees. Consequently, for that reason, as well as others, it increasingly comes to be the practice to make these amending schemes under the Endowed Schools Acts, 1869 to 1874, where there is an initiative. That is my first reason why the work will not be finished in nine years. The second reason why the nine years will not suffice is that the cases which remain to be dealt with are in some respects and some degree more difficult than those which have been dealt with before, and will therefore take more time.

10,843. The most difficult being left to the end?—Certainly. The Commissioners have followed the line of least resistance. No other procedure would have been proper for sensible practical men; and therefore the difficult cases are left to the end. Sometimes time removes a difficulty; a vested interest passes away or a particular set of people who oppose reform pass away, and then a difficulty is removed; but there are very many cases in which the difficulty remains, and the most prominent of those cases are cases where the endowment is altogether insufficient. If an endowment of an ancient school has been converted by mistaken policy, hundreds of years ago perhaps, into a rentcharge of 40*l.* or 50*l.* a year, so that the foundation has received no benefit from the increased value of property, the re-organisation of that foundation is a matter of most serious difficulty; a difficulty which cannot be removed except with fresh organisation, means, and machinery.

10,844. It requires greater powers than you possess?—Yes. The third reason is that the sustaining and propelling force which existed in 1870, immediately after the passing of the principal Endowed Schools Act, and was to some extent revived in 1875, immediately after the transfer of the working of the Endowed Schools Acts to the Charity Commission, has in my opinion died out again in a great degree.

10,845. Do you mean there is not so much interest felt now as there was then?—Well, there is more opposition. I would not put it that there is not so much interest felt, but there is more opposition.

10,846. Have you any other reasons to bring forward?—No. I think those are three quite sufficient reasons to make it clear that the work of making schemes under the Endowed Schools Acts will not in point of fact be accomplished in the nine years which comes out as the proportion upon previous work.

10,847. (*Mr. Cockburn.*) Does the 187,000*l.* undealt with include schemes where the Charity Commission has proposed a re-organisation, and it has been rejected?—It includes all endowments in the Roby returns for which schemes have not been established.

10,848. Whether the Charity Commissioners have attempted to propose schemes and they have been rejected, or not?—Quite so.

10,849. (*Sir Henry Roscoe.*) Is it, in your opinion, desirable that the work of the Endowed Schools Acts should continue with such a modification?—Yes. I think it is to a large extent a perpetual work.

10,850. You think we shall not come to the end of it in our time?—No. I think there is a certain part of the work which must and ought always to go on.

WORK ACCOMPLISHED UNDER ENDOWED SCHOOLS ACTS.

10,851. And what modifications would you propose?—Well. I should suggest the modifications comprised in the plan for improvement of Secondary Education which I propose to lay before you. Perhaps it might complete the view of the existing position if you would allow me to say in which branches of those main improvements the Endowed Schools Acts have done something. I enumerated four principal improvements:

—(1.) Widening of curriculum and popularisation of the studies; and extension of the benefits of good Secondary Education to girls. (2.) Freedom for conscience. (3.) Increase of parental interest and popular sympathy. (4.) Organisation; for which organisation I made six divisions (see 10,825). I think it is most important to look at this in order to see how much the Endowed Schools Acts, 1869 to 1874, can do and what more therefore is required. I take it that the desire of the Commission is to inform the Government as to what more is required than now exists, and I think it is important therefore to see what has been done and what can be done under those Acts. As to the first point, widening the curriculum and extending the benefit of good Secondary Education to girls, I think the Acts have done much. They have considerably increased these resources of Secondary Education, and they have extended the benefits of endowments with which they have dealt largely to girls, and by so doing greatly raised and increased the interest in and standard of girls' education; and altogether they have done a very great deal, always looked at within the limited sphere of dealing with endowments.

10,852. (*Dr. Fairbairn.*) May I ask the number of schemes where girls have benefited as well as boys?—It is an elaborate matter. We are preparing a return for the Commission, and it will be laid before you.

10,853. (*Sir Henry Roscoe.*) Are you personally satisfied with the alteration which has taken place in the curricula of these schools? Have they been sufficiently modernised to meet the requirements of the day, in your opinion?—Perhaps hardly enough; but I think sufficiently having regard to the existing customs, habits, and prejudices. I think the schemes have laid the ground for further improvements in that respect.

10,854. You do not think that the improvement has been altogether up to what the present day requires?—No, but I say they have done much in that way. As to the second division—freedom for conscience—I think in regard to the schools which they have dealt with they have done what is required; and when you add to that which they have done that which must come in under the Technical Instruction Acts, and the Local Taxation Act, namely, the stricter conscience clause for day scholars, which is an enormously important factor in the future problem, I think that all that is required will have been done in this country.

10,855. Do you think the stricter definition is one that ought to be adopted?—I should like to limit that to the provisions of the Technical Instruction Acts and the Local Taxation Act.

10,856. You do not think it ought to go much further?—I do not think it can go much further. But it goes very far when you speak of those Acts, because I contemplate that we are gradually and much more quickly than people thought coming to this; that the greater part of these schools must depend largely upon the grant of money under those Acts for their very existence; and wherever those Acts are applied the stricter conscience clause comes in.

10,857. As a rule then the endowments over which your Commission have power are insufficient to carry on what may be called the modern necessities of Secondary Education?—I think so.

10,858. Recourse will have to be had for that purpose to some other fund?—Certainly. Then as to the third division—increase of parental interest and popular sympathy—the Endowed Schools Acts have done something. They have effected a little, but not nearly all that is desired, and not nearly all that is absolutely necessary if you are to have a lifelike system of Secondary Education. As to the fourth division, namely organization, they were not constructed to accomplish much, and they have necessarily accomplished very little. I gave six principal points of organization. With regard to the first, namely, "to economise resources " and prevent waste of power," the Endowed Schools Acts, 1869 to 1874, have effected almost nothing. Of the second, that is to supply deficiencies of educational means, schools, scholarships, exhibitions, &c., they have effected something. Of the third, "to give a definite aim to governing

"bodies, teachers, parents, and scholars," I say they have effected something Of the fourth, "as a consequence, to improve the methods of teaching and "raise the standard of learning," they have effected something. Of the fifth, "to ascertain results," they have effected almost nothing.

10,859. By examination, do you mean, or inspection?—I put it quite generally. Of the sixth, "to diffuse information and publish statistics," they have effected almost nothing.

10,860. (*Mr. Jebb.*) So that the weakest points are numbers 1, 5, and 6?—Yes. But please understand me that in this I not only am not reflecting upon the working of the Endowed Schools Acts, but wish emphatically to say that in what they have done, and in what they were contemplated to do, they have worked admirably. But they were not the machinery constructed or expected to do all that the Schools Inquiry Commission thought was necessary to be done.

10,861. Therefore it is all the more necessary that something should be done at present?—Quite so. This work of the Endowed Schools Acts was pioneer work. It was admirable as far as it went; but it must now be supplemented, in respect of the treatment of endowments, by fresh legislation.

10,862. (*Chairman.*) You attribute that to the fact that the Endowed Schools Act, 1869 could not be carried in so strong a form as the Commissioners would have desired; and to the further fact that the second measure or what was originally the second part of that Act, was dropped out?—Quite so. Subject to the changes that have happened since that time, I think that precisely describes what I mean.

NEW MACHINERY REQUIRED. (1.) CENTRAL AUTHORITY.

10,863. (*Sir Henry Roscoe.*) What, in your opinion, is the new machinery which ought to be created?—I think that three authorities are necessary: a central authority, to have oversight over the whole sphere of Secondary Education in England and Wales, and to do certain things which can be better done by those who have such wide range of vision; a county authority, to supply local knowledge and the stimulus of local interest; and a provincial authority, to make the vision and sphere of the county authority sufficiently wide and broad.

10,864. (*Chairman.*) How, in your view, ought the central authority to be composed and what existing departments ought it to unite?—I think that there must be a Minister of Education, who should be the head of the Education Department, and the Science and Art Department, and what the Schools Inquiry Commission describe as an enlarged and strengthened Charity Commission.

10,865. When you speak of the Science and Art Department, do you contemplate the continued existence of a distinct Science and Art Department at all under these changed conditions?—I have not myself desired to suggest any change in that Department.

10,866. But still you do not mean any more than this: that the new department should do the work which is now done by these three Departments?—Yes.

10,867. You do not suggest that anything like the present divisions of Departments represented by these three names should comtinue?—I neither desire to affirm nor to deny. I should prefer to leave to persons knowing the Science and Art Department well, or the Education Department better than I do, to lay before you any suggestion on that subject. I go no further than this: I look upon those three Departments as the Departments which are, and must be, chiefly concerned with Secondary Education, and I think that, whatever is done with them, there should be one head, being a Minister of State.

10,868. That head would have, I presume, a regular staff somewhat larger than the staff is now?—Do you mean speaking as regards the Charity Commission?

10,869. I will put it in this way. Do you suggest any addition to, or change in, the personal staff?—As regards the Charity Commission, the

Department which must principally have to do with Secondary Education, I contemplate the Board of the Charity Commissioners being changed into a Council of Secondary Education. I conceive that it would be desirable to have at least three paid members on that council, of whom I think the majority, that is, two, should be legal experts. Whether there should be any other members is a matter which I should rather leave to put before you when I come to the question of the provincial authority. By paid members I mean members receiving a salary out of moneys voted by Parliament. It is a question which you will, perhaps, be better able to ask me about when I come to deal with the provincial authority, whether there should be any other members on this council, and if so, how paid.

10,870. You contemplate that the functions of this council should not extend beyond Secondary Education?—I contemplate that the functions should be all those of the present Charity Commission.

10,871. That is to say, you do not propose to entrust to your new educational council, or whatever you call it, functions relating either to elementary education on the one hand or university education on the other?—No.

10,872. Do you propose any addition to the Parliamentary representation of the new education office?—I think there should be a Minister of State at the head of the whole, and that there should be a Parliamentary Secretary. The Schools Inquiry Commission, you observe, at page 623 of their report, recommended, as their central authority, enlarging the powers of the Charity Commission and adding to its strength; and they said that if a Minister of Education should be appointed, he would, of course, be the President of the Commission for educational purposes. That which was true in 1867, I think, is true still.

10,873. You think that by the words "educational purposes," they only intended to included Secondary Education?—I think they had that mainly in their eye. I think that was their main business.

TRANSFER OF FUNCTIONS OF CHARITY COMMISSION.

10,874. Then do you consider that the whole legal work of the Charity Commission, although part of it is not directly educational or concerned with educational endowments, should belong to this body?—To my mind it is necessary. The reasons which, although I may be mistaken, appear to me irresistible, may be classed under two heads mainly: first, administrative, and, secondly, educational reasons; that is to say, why the whole work, and not merely part of the work, of the Charity Commission should be transferred to this Department. The administrative reasons depend mainly upon this consideration, which you will find in paragraphs 4 to 8 and 14 to 16 of your paper A, namely, that all educational endowments are charitable trusts. I was concerned myself to a certain extent with that paper, and the language of it was carefully thought out, and I cannot improve upon it. The administrative reasons are based upon this, that all educational endowments are charitable trusts. Then it might be suggested that educational trusts should be transferred from the Charity Commission and non-educational trusts should remain with them; but in point of fact they are so closely intermixed that you would get no relief. You would have the same confusion and difficulty by trying to separate them; and further than that, you would by that means create two Charity Commissions. If you send the educational trusts over to another Department, those educational trusts must be subject to the law of Charitable Trusts, and you must have either the Charity Commission or the Court of Chancery to administer them. As to the close intermixture of educational and non-educational trusts, I will take one instance only under the Endowed Schools Acts. I have before me a scheme made under those Acts in 1881 for the regulation of Rand's Charity at Holwell, in Bedfordshire. That foundation is partly educational and partly non-educational. The second clause of the scheme says this: "The parts of the endowment and "income of the foundation to be henceforth applied for purposes not "educational within the meaning of the Endowed Schools Act, 1869, shall "be as shown in the first schedule hereto, and shall respectively be "applied by the governors herein-after mentioned as nearly as may be

" in accordance with the provisions contained " in certain clauses of a Chancery scheme. Except what is in this schedule, all is educational; so that to see how much is educational, you must see what is in this schedule. Now consider this. "House called Rectory House, and yearly amount " needed for repairs and insurance thereof, so long as occupied by" So-and-so—that is an indefinite amount every year. Secondly, land and cottages already appropriated to labourers, and yearly amount needed for repairs and insurance of cottages. That is an indefinite amount differing every year. Thirdly, land and buildings already appropriated to almspeople and pensioners (a large non-educational object), and also, if the governors think fit, a sum not exceeding 500*l.* towards the building and fitting of almshouses, and in any case a yearly sum of 180*l.*, and a sufficient further allowance for insurance and necessary repairs of almshouses. I am wholly unable to conceive what would be the position of any governing body having to go to a department on the east side of Whitehall for direction as to its non-educational work, and having to go to a department on the west side of Whitehall for its educational work. They would have two masters at every drawing of their breath. That is a scheme made under the Endowed Schools Acts. Now here is a scheme made under the Charitable Trusts Acts in 1893 for the regulation of Lee's Charity at Royston in the county of Cambridge. The yearly net income of the charity is to be applied in certain ways. There are seven alternative ways, two of which are educational and the other five of which are non-educational. And the trustees may in any year apply either the whole or any part in any one or more of those educational or non-educational objects; and the apportionment between these two classes of objects may vary from year to year, according as the requirements are. When you consider the large number of foundations which are not quite so intricate as this, but which have a non-educational branch, such as almshouses and pensioners, I think any governing body who had to deal with every item which was non-educational with one Government Department and with every item which was educational with another Government Department, would have their labours, which are sufficient already, very greatly increased. That militates against a separation between educational and non-educational trusts. Then the intermixture of the legal and educational administration of an educational charitable trust such as an exhibition or a scholarship is excessively close. I need not say to you that, every one of these being a charitable trust, the trustees are under legal disabilities at every turn of their work and procedure. They cannot buy, acquire, or lease beyond a certain number of years, or in fact do anything which the strict lawyer's view considers as being beyond the scope of their trust, without legal authority.

10,875. They cannot deal with anyone of themselves?—No. That is quite true. I know perfectly well I am speaking to a lawyer, and therefore my meaning will be quite clear when I say that they are, as trustees of a charitable trust, under disabilities which can be only removed by the Charity Commission, or a court of competent jurisdiction; and if you do away with the authority over them of the Charity Commission what is the alternative? They will fall back on the Court of Chancery and many of them will incur a ruinous expenditure. Then I would draw an illustration of this difficulty from experience in a much smaller sphere, but still important, namely, the experience we had in the late Endowed Schools Commission. I spoke of that before the Select Committee, and therefore I will not go into detail now. At the time when the Endowed Schools Commissioners and the Charity Commissioners were separate, the inconvenience which I have just described in detail to the Commission was excessive. There was also a time when the Endowed Schools Department of the Charity Commission and the rest of the Charity Commission were in different offices, owing to the want of accommodation at Gwydyr House. I have put that also before the Select Committee, and therefore I will not go further into that; neither will I go into what I also put before the Select Committee, that is the difficulty we find in point of practice in dealing with the Elementary Education Endowments in conjunction with the Education Department. My conclusion then is, that for administrative purposes the legal and

educational administration of an educational charitable trust ought not to be widely separate, but should be more or less combined; and that is the conclusion to which the Select Committee of 1894 have come, and which is given in the 10th paragraph of their report. The Commission will observe that if the Department of Secondary Education does not have the legal department of the Charity Commission, however altered, with it, either there must be two Charity Commissions, and that will not solve the difficulty; or the new Department will be bereft of all real power in controlling and directing the endowments. Then we come to the educational reasons. I did not mention these to the Select Committee, because they were not a committee of education. I will put quite briefly what I think on that subject. If the administration of an educational charitable trust is disintegrated and resolved into its constituent elements, namely, the legal and educational, I believe it will gradually be found that the real power lies with the legal authority, but that the legal authority, being divorced from the educational, will get to be entirely out of touch and sympathy with it, which would be a most serious educational injury. All knowledge of educational principles will vanish from the legal administration, and we shall get back to something as bad or worse than it was in Lord Eldon's days when the court sometimes took a merely lawyer's view of the grammar schools. We shall in fact have that again established which has been removed to a large extent by the Endowed Schools Acts, and which the School Inquiry Commissioners in their first volume, page 465, spoke of as the great evil and difficulty of administering educational charitable trusts, namely, that the court had no professional knowledge of education. I do not think that I could possibly give you in a few words what in my opinion would more exactly express the attitude of the legal mind towards educational matters, when dissociated from educational experience than one sentence from Lord Eldon's judgment in the celebrated Leeds Grammar School case, which is mentioned by the School Inquiry Commission. That is the case which established that a grammar school is free only for Latin and Greek, and that only, and anything more must be paid for. It had a valuable effect, because it enabled fees to be charged for teaching more than Latin and Greek, at any rate in the grammar schools. I shall be glad if you will allow me to read those few words. They are to be found at pages 452-3 of the Schools Inquiry Commissioners' Report. The case is *The Attorney-General* v. *Whiteley*, and is reported in 11 Vesey, 241. This is what Lord Eldon said when it was proposed to add to the curriculum of the Leeds Grammar School, writing, arithmetic, and other things:—"A provision for teaching additional "subjects in a separate branch of the school might be very useful to the "rising generation of Leeds, but could not possibly be represented as "useful to that charity." That is what was said, by one of the greatest lawyers that England has ever known, with regard to one of the greatest schools except the great public schools.

10,876. And yet you would say, that Lord Eldon was a man of exceptional vigour of mind, and a complete power of understanding an educational policy if he chose to do so?—Quite so. It is the attitude of any merely legal body, I do not mind whether it is the Court or the Charity Commission, unless it has within it some elements of educational experience. They say: Show us the benefit to this charity. We are here in *loco parentis* to the charity, protectors of this charity, standing to it in the same position as guardians of infants and lunatics. Show us that it is for the benefit of the charity; if not, it does not matter.

10,877. At the time of the Schools Inquiry Commission, when the Court of Chancery still retained a good deal of the jurisdiction which was transferred under the Act of 1869, great inconvenience was found even with the most enlightened judges in endeavouring to convey matters of educational policy to them in the form of evidence?—Certainly that was eminently so. The amount of such policy conveyed to them, I think, largely depended upon the educational interests of the persons who happened to promote the movements before the court.

10,878. You are aware that it has been suggested (in fact you have been dealing with that very suggestion) that while the educational work of the Charity Commissioners ought to be transferred to an enlarged Education Department, the purely legal work should remain in the hands of the body transmitting the traditions of the Charity Commission?—Yes.

10,879. It has been suggested on behalf of that view, in the first place, that the Charity Commissioners are to some extent a judicial body, having had assigned to them certain functions of the Court of Chancery, and that it is difficult therefore to put them in respect to this judicial capacity under the control of an administrative department responsible to Parliament. What is your opinion with regard to that objection?—I think you have put it quite correctly when you have said that the test of that judicial work is the reference to Chancery. If you will permit me to say so, I absolutely agree with your not describing the judicial work as the interpreting of Acts of Parliament or other business which goes to every Government Department; and putting it exactly as I should desire to see it put, namely, that the judicial work of the Charity Commission which involves a difficulty with regard to placing it under a Minister is that in respect of which there is an appeal to the Chancery Division of the High Court. That is so. You will eventually find in the evidence taken before the Select Committee of 1894 a full account of that work. I will not go into it, but it may be roughly stated, that everything which the Charity Commissioners do in virtue of the Charitable Trusts Act 1860, which was the Act which first empowered them to make schemes and orders, such as could be made by any court of competent jurisdiction, they do with the Court of Chancery behind them; that is to say, that, although not one-thousandth part of their work ever is the subject of appeal to the court, it is all done with that force behind them. Everybody who receives a letter of advice and admonition, or an order, from our board, knows that it may be followed up by his being summarily attached in some cases and dealt with as having committed a contempt of the Court of Chancery, subject to his being brought before the court, or by a certificate to the Attorney-General, to take proceedings against him if he will not conform to the requirements. That is the part of the practice of our department which I imagine you are referring to when you speak of the difficulty. I believe that difficulty could be surmounted; and I will say, before I go into my ground for thinking so, what appears to us to be the mode of surmounting it. I think the Minister need never be before the court. I think the appellants, the defendants, the respondents in every proceeding should be the council; and I think I can show from conclusive instances that that has already secured an immunity from the danger which you are apprehending. It was given in evidence before the Select Committee, by Lord Welby, that, as regards the Board of Inland Revenue, they do nothing except by the direction and under the superintendence of the Chancellor of the Exchequer; that he is the virtual administrative head of that board, and that all that they do they do under his direction. It was extremely interesting to me to hear that statement which, until Lord Welby said it, I should not have ventured to make; but I think he may be taken as a very great authority upon that matter, having been Secretary to the Treasury for so long. The reason why it was so particularly interesting to me was this: we have lately had a great case, which was carried up through every one of the English courts to the House of Lords in this form. It was the appeal of a person named Pemsell on behalf of a certain Moravian Charity against a decision of the Commissioners of Income Tax. The constitution of the Board of Inland Revenue is that there are Commissioners of Inland Revenue, who are the principal officials, and Commissioners of Income Tax, who are minor officials. Their salaries are, I think, about 700*l.* a year, and they are a branch of the Inland Revenue, and therefore, according to Lord Welby's evidence, directly under the Chancellor of the Exchequer. This body were defendants and appellants as the case went through the various courts right up to the House of Lords. It was a case which lasted for several years, and which was eventually decided

against the Commissioners by the House of Lords without anybody being in the least aware that there was a Minister who had anything to do with it; because the Minister was never before the court. The Commissioners of Income Tax were before the court. And I believe exactly the same thing would happen with regard to the council to which I suggest that the powers of the Charity Commission should be assigned. That is not merely theoretical; but I may mention two cases which bear that out in practice. First of all, you are aware that there are appeals to a special court of law under the Endowed Schools Acts.

10,880. You mean the Judicial Committee of the Privy Council?—Yes. Schemes which are the subjects of those appeals have actually been approved by the Lord President and Vice-president of the Council. If a scheme is amended or rejected by the Judicial Committee, as sometimes happens if it is informal in point of law, that is a scheme approved by two principal Ministers of State, the Lord President and Vice-President of the Council; but they are never before the court; they have never been either successful or overruled, the reason being that technically the defendants—respondents as they are called in that court—are the Charity Commissioners. I see not the least difficulty in carrying out the same principle with a council with a Minister above it. I have mentioned one practical illustration, namely, the procedure under the Endowed Schools Acts before the Judicial Committee. Now, I should like to give you an instance with regard to how the court is incurious to mark the presence of a Minister in such proceedings. The great judgment which confirmed and established the power of the Charity Commissioners under the Charitable Trusts Act, 1860, to make schemes, and which, if it had gone against them, would have crippled them so that they would practically not have had anything like the power they now have under the Charitable Trusts Act, 1860, was given in 1880 in the matter of the *Campden Charities*. You will find the case reported in Law Reports, 18 Chancery Division, page 310. That judgment was given by the Court of Appeal in favour of the Charity Commissioners, and at the moment when that was given a Minister of State was a Charity Commissioner. It was an appeal to the court against a scheme made by the Commissioners in the exercise of their *cy-pres* jurisdiction under the Charitable Trusts Act, 1860. The present Lord Justice Davey was counsel for the Commissioners. Judgment was given against them in the Court of First Instance by Vice-Chancellor Hall. The Commissioners appealed, and the Court of Appeal reversed the decision of the court below, and decided in favour of the Commissioners; and the following words, which are very important, in my mind, in their bearing upon these matters which we have mentioned, were uttered by the judges in delivering their judgment. Sir George Jessel, the Master of the Rolls, said:—"I find the scheme is in accordance with what is now the modern practice "as to settling schemes, and, speaking for myself, I see no objection to "the details. But if I did I should not think it part of our duty to "interfere. This is a scheme settled by a competent authority, the "Charity Commissioners, persons not only of great but of special "experience in these matters, and persons entrusted with the supervision "of these matters as a separate body, by the Legislature, for that very "reason. It would not be, in my opinion, sufficient for a judge to say "he thought some detail might well be, different, or that if he himself had "originally settled the scheme he should have put in some other arrangements than those which are specified in the scheme. He must be "satisfied that the Charity Commissioners have gone wrong either by "disobeying those rules of law which govern them, as well as they "govern courts of justice, or else that there has been some slip or gross "miscarriage which calls for the intervention of the court to set aside and "remodel the scheme." And Lord Justice James and Lord Justice Lush said they entirely concurred with the view taken by their learned brother in the matter.

10,881. That is a distinction which appears in many other branches of law, is it not, between the duty of a court in deciding upon what is a pure

matter of law or jurisdiction, and the amount of administrative discretion which it thinks properly belongs to and was left by the Legislature to an administrative department ?—Yes ; but if it be suggested that the court would lean against a body because there was a Minister on it, that judgment appears to me to go the other way. There is that doctrine stated in all its plenitude by three judges, whom one is entitled to quote as strong judges, at a time when a Minister of State was a Charity Commissioner for England and Wales. I have, perhaps, said enough, to justify my opinion, for whatever it is worth, with regard to that difficulty.

10,882. Now I will put a smaller point which has been raised as a difficulty in the way of your plan. The Charity Commissioners have received a considerable extension of their functions by the Local Government Act of this year, and they have a good deal to do with local charities which are not educational, and are called in as a department which is intended to hold the balance in various questions, and to settle them in what may be called a half legal, half-administrative sense. Do you see any difficulty in entrusting these functions which have been enlarged by recent legislation to a body under the control of a Minister responsible to Parliament ?—No, I do not. So far as those duties are administrative, I conceive that you can find abundant analogies in the Science and Art Department administering the Technical Instruction Acts, in the Local Government Board administering the Local Government Acts, and other cases which I will not deal with.

10,883. I was going to put particularly the case of the Local Government Board, and to ask whether you think there is really any more difficulty in the Charity Commissioners discharging these functions than there is in the Local Government Board discharging the very numerous functions which it has in connexion with oversight of local bodies ?—Not in so far as they are administrative. There is one point under the Act of 1894 which requires this observation, but I have dealt with it already, namely, that a direct appeal to the Chancery Division is given. So far as that appeal may be said to constitute a difference, I think I have dealt with that question.

DUTIES AND POWERS OF CENTRAL AUTHORITY.

10,884. Now will you go on to give us your views of what the duties and powers of the central educational authority, constituted as you have suggested, may be ?—You will observe that the Bill called the Secondary Education (England) Bill, which is now before the country, does not purport to create a central authority or a provincial authority. I conceive the three authorities, the central, the county, and the provincial to be essential for a complete system. I look upon that Bill as tentative ; and I think it has done a great deal, from what I can hear and observe, in preparing men's minds ; but I do not suppose that the propounders of that Bill would suggest it as other than a tentative measure. It does not in my mind go far enough in creating the necessary machinery ; and it goes a little too far in the way in which it proposes to deal with certain endowments. The duties and powers of the central authority in the organisation of Secondary Education (I daresay there are others, but those are what have occurred to me) seem to me to be : first, to secure the presence, as members of the county authority, of one or more persons well qualified for the purpose in each county and county borough. I shall come presently, if you will allow me, to speak of the county authority. I refer to Volume I., page 639, of the Schools Inquiry Commissioners' Report upon this matter. I think the experience we have had under the Welsh Act shows that the nomination of a certain number of members by the central authority, which was the case in the joint education committees in Wales, is a very valuable element. Then, secondly, to make schemes for the regulation of endowments and other funds available for Secondary Education under the Endowed Schools Acts as amended and enlarged for that purpose, on the initiative of the county authority ; and I would refer to the first volume of the Schools Inquiry Commissioners' Report, page 634, sketching out that. Thirdly, to conduct an official, but not an educational, inspection of secondary schools by means of officers who will also have duties to perform, as I think, in regard to a provincial

authority. Then, as regards the difference between official and educational inspection, I would refer to my evidence before the Committee of 1886–7, questions 5,888 to 5,891. The Charity Commissioners are now, at the present moment, conducting in a tentative manner such an official inspection; and what is being done by them in that matter you will find described in the thirtieth paragraph of their Thirty-sixth Report to the Queen, in which they give a summary; they describe the limits of that inspection; and there is a form, which I think has been supplied to you, of particulars of information as to endowments inspected by their Assistant Commissioners. That shows what the person who conducts this official inspection does. But that thirtieth paragraph of the Thirty-sixth Report of the Commissioners shows what instructions are given to the assistant commissioners conducting the inspection, and shows what I understand by an official inspection as distinguished from an educational inspection. Such an inspection as that, I think, should be conducted by the central authority. Then fourthly, there comes what I think I have described in my outlines as "oversight." That is, securing harmony, system, and co-ordination in Secondary Education, and preventing waste of power and needless overlapping and conflict (I say "needless overlapping," because I believe—and it follows in fact from my definition of Secondary Education—that there must be some overlapping; but I distinguish between harmful overlapping and useful overlapping), and in fact bringing the whole work of Secondary Education into a focus. That was aimed at by the Schools Inquiry Commissioners (volume 1, pages 639–40). Then fifthly, to publish and diffuse statistics and other information by means of yearly reports on the condition of Secondary Education. I think there is coming to be an absolute craving in the country among persons interested in the subject, and desirous of seeing it advance, for some annual statistics which, so far as they are at present published at all, are published by voluntary associations and individuals who are doing admirable work, but have not the same advantages that a State body would have.

10,885. How far do you expect advantage from the discharge of these functions as regards Secondary Education by the same department as that which will also have charge of elementary education?—Even if we suppose there is not a complete union of the departments, the mere fact that they are under one head and brought together by having one head will be of incalculable advantage. That is not a mere theory, as you will readily see if you will allow me to refer to the experience I have had as a member of Mr. Acland's Joint Departmental Committee. He brought together on a departmental committee nine members, three from each of these three departments mainly concerned with Secondary Education. For a year nearly we met frequently, went carefully through the Secondary Education Bills, and discussed together. We at the Charity Commission were in ignorance of a great deal that was being done in the Education Department, and in the Science and Art Department. And I think I shall be justified in saying that our conference enabled all three Departments forthwith to remedy some defects caused by our previous lackof co-operation.

10,886. And these advantages which you are contemplating might, in your view, be at any rate very largely attained by the union of what are now three departments under the same roof, and under the control of the same Minister, even if the Secondary Education work and the elementary education work were not entirely fused?—Certainly; and I have been desirous to recommend the least amount of change having regard to the habits of thought of my countrymen, and also having regard to the heavy work which is incumbent on those who endeavour to get a Bill through Parliament; but I do think that almost incalculable advantage would be got by bringing them together under one head who had the authority to say "Come and confer together."

(2.) Constitution of County Authority.

10,887. How would you constitute the county authority which you contemplate?—I think the county authority would be an educational committee, and that it should be appointed jointly by these three powers,

namely, the council in each county and county borough (that is, subject to the suggestion I make for power to those councils to co-operate), by the central authority as I have already indicated, and by school boards. I think that the Committees should have power to add to their number within certain limits by co-optation, so as to admit representatives of other prominent educational interests in the place. I think they should also have power to appoint joint committees with other county and county borough committees, and I think that the proportions in which each committee should be constituted should be roughly somewhat as follows: not less than one half, I think, should be appointed by the county council. I think the county council, as having charge of the local taxation and technical instruction money, and really being for any further purposes the rating authority, will be considered to have acted liberally if they claim not more than one-half of the body. Then there should be not less than one-quarter appointed by the school boards, not less than one-eighth by the central authority, and that would leave another eighth for co-optation.

10,888. Now you are talking rather of county boroughs, because in rural counties you would not have a school board?—You have school boards.

10,889. But not one school board?—No; but I propose that all the school boards in that county should combine to elect. I should suggest that all the school boards in the area of a county or county borough (it will be one in a county borough and more than one in a county) should combine to elect a certain proportion of those representatives.

10,890. There are cases in which a county borough has not got a school board but only a school attendance committee. In those cases would you give it to the school attendance committee?—No. Then I should make this committee the elementary authority. I shall presently propose a plan by which, with local approval, the secondary education committees in boroughs should always take the place of school boards under certain regulations. But in a case where there was no school board I should have no doubt that the Secondary Education committee should be the elementary education committee, and in place of the members which would, if there were a school board, be elected by it, I would have further members elected by the council.

10,891. Take Lancashire, for instance, because it contains a great number of county boroughs; your scheme for Lancashire would be that outside the county boroughs you would have one county authority constituted as you have told us, and for each county borough you would also have an educational authority constituted as you have told us, and the only relation between the county at large and the several county boroughs within its limits would be such as might grow out of the power of appointing joint committees?—Certainly; except such as would be produced by the formation and working of the provincial authority to be presently mentioned.

10,892. You would not think it necessary to give anything like authoritative jurisdiction to the county council of Lancashire over the educational councils of the smaller county boroughs within Lancashire?—No; I think, having regard to the Technical Instruction Acts and the Local Taxation Act and the feelings of these authorities, it would introduce an unnecessary and serious element of obstruction and difficulty.

10,893. And how would you deal with those counties in which there exist very few school boards so that the election by the school boards that did exist could hardly be considered as furnishing a substantial representative element?—I could not go beyond the school boards.

10,894. But you would probably modify the elements representing the school board in a county where the school boards were very few?—Yes, perhaps that might be done.

10,895. In boroughs, I understand, you propose to give a means by which this local educational authority shall itself be the school board, so that either it would take over the work of the school board or the school

board would develop into it?—Yes, I think the council of a county borough should have power by some such process as that defined in section 41 of the Elementary Education Act, 1876, to petition the Minister of Education, the central authority, that the education committee should take the place of the school board in that borough and have the whole of elementary and secondary education under its direction.

10,896. Then you do not think that the school board in that case would be necessary?—No.

10,897. Then in that case on what principle would the central authority proceed?—On the same principle as the principle on which it proceeds in determining it under the Elementary Education Act; that is to say, if they shall be of opinion that the separate maintenance of a school board is not required for the purposes of education in the district. In the Elementary Education Act, 1876, the school board has no voice in that procedure. There are certain defined persons and conditions in the 41st section of the Elementary Education Act by reference to the principal Act of 1870. I do not think you could call upon a school board to be a party to the question of its own dissolution.

DUTIES AND POWERS OF COUNTY AUTHORITY.

10,898. (*Sir Henry Roscoe.*) Now we pass to your views of the duties and powers of a county authority. What, in your opinion, would be their duties?—I think this would be the outline of their principal duties: first, to make, under the provisions of the Act amending and enlarging the Endowed Schools Acts, 1869 to 1874, proposals to the central authority for schemes dealing with educational endowments, with certain exceptions.

10,899. To establish new schools?—Yes, and to re-organise existing ones. And, I think, that the Endowed Schools Acts, 1869 to 1874, should be limited so as no longer to be employed by the central authority, except on the initiative of the local authority. That is to say, I think that the same restraint upon the initiative of the central authority as was imposed by the Welsh Intermediate Education Act should now be applied to the rest of England. I think the central authority should have no power after the Act to make such schemes, except on the initiative of the county authority.

10,900. I understand you to suggest that the county authority shall act as the governing body of endowments?—I wish to constitute the county authority so that it shall be capable of becoming under a scheme the governing body of endowments within its area; and, in doing so, I wish to avoid a difficulty which has arisen under the Welsh Act.

10,901. Will you explain that difficulty?—Under the Welsh Act a joint education committee was constituted in each county and county borough, which had the initiative in proposing schemes. Then when a scheme is made, say, for a given county under the Welsh Act, a county governing body is created. Now we will take the case of a county in which a scheme is established, but the scheme does not deal with the whole of the endowments in the county. For the purpose of proposing an amending or continuing or extending scheme for the endowments in the county which have not been dealt with by the principal scheme, the joint education committee has to continue, while in the meantime the county governing body has been created. So that we have a county governing body which is seriously affected by any further scheme made and which yet has not the initiative. There is an example at this moment which brings that difficulty prominently before you; that is the case of the scheme for the county of Denbigh. The House of Lords struck out of that scheme one of the principal grammar schools in the county, namely, Ruthin Grammar School; and the scheme goes on with that alteration, which is an alteration that dislocates the scheme in this among other ways. That grammar school was to be the boys' county school of the Ruthin district of Denbighshire, and, if my memory does not mislead me, that school was to have new buildings, and the buildings of that school were to be used to provide a girls' county school. Now that school and all that belongs to it is entirely struck out of the scheme by the Lords. Consequently something must now

be done in Denbighshire. The only body which can propose to do something is the Joint Education Committee, but the body which is chiefly affected by anything which is done, and whose whole action is determined by anything done, is the county governing body. I do not see what is to be done to remedy the difficulty that has been created in that case except by a joint action between the two bodies. I desire in suggesting a county governing body to suggest to you a body which shall have the initiative in proposing schemes and also be capable of becoming the governing body under the scheme. I want to get over that difficulty if I can.

10,902. I understand you to say that it is not necessary that the county authority should take over the actual government of existing endowed schools?—Not by the Act, but that the county governing body shall so be created by the Act that when a scheme is made it shall be capable of becoming the governing body of any county school.

10,903. Is there any other point with regard to the duties and powers of the county authority that you desire to lay before us?—When I say they should become the governing body within their area there must be three exceptions to that. First, I think it would be necessary to put some schools by means of a schedule to the Act, or otherwise, outside the jurisdiction.

10,904. You mean such schools as Eton and Winchester?—Yes; and I think the way would be to include such schools as are not local.

10,905. Which are or ought to be of a national character?—Yes. I do not think it is reasonable that a school which is not a local school should be under the control of the local authority. Then, secondly, there are schools which are denominational in their character, that is to say, foundations subject to section 19 of the Act of 1869 as amended by the Act of 1873. You cannot probably connect those foundations closely with the county authority, because their governing bodies are not open bodies; the doctrines that have to be taught in them are confined to a denomination, or, at any rate, mainly confined to a denomination; and the amount of conscience clause introduced into them is very small and limited, and applies only to day scholars. Those endowments, for example, would have to be excepted. I will give you an instance of one for which no scheme has yet been made under the Endowed Schools Acts, namely, Durham Grammar School. That is a cathedral school; it is entirely under the control and direction of the Chapter of the Cathedral Church of Durham; and it is a school which you probably could not, even supposing it were a local school, put entirely under a county authority and introduce the conscience clause of the Technical Instruction Acts and the Local Taxation Act into it, without effecting an upsetting of the settlement about religion of the Act of 1869; and that is a course which I should be very sorry to see attempted. Looking to the only instance that we have had of an attempt to do it, and what resulted in 1874 in the House of Commons, I think that the more the settlement of 1869 as modified in 1873 can be adhered to, subject to the provisions of the Technical Instruction Acts and the Local Taxation Act, the safer is the course. I do not desire to see the floodgates of that strife opened again. It would seem that you must either modify the Church character of Durham Grammar School, a Cathedral School, or you must leave it and some similar foundations out of your Act.

10,906. Are there many such foundations?—No, not very many. Then there are foundations which are not local at all—other than schools; there is a charity for example known as Betton's Charity, which operates all over England and Wales. You must either break that up and apportion it according to the population, or on some other basis, if you deal with it at all among the counties and county boroughs, which would be a most contentious undertaking; or you must treat it on a broader ground; you must treat it as a foundation not to be dealt with by the county authority, but by some other authority.

10,907. Is that a purely educational charity?—Yes. There are many such general charities.

10,908. Those might possibly be dealt with by your proposed central authority?—I should prefer to see them dealt with in the first instance by the provincial authority.

(3.) CONSTITUTION OF PROVINCIAL AUTHORITY.

10,909. Now we will pass on to your views with regard to the provincial authority. How do you propose that England should be divided for this particular purpose?—I intend to lay before you a definite proposal; not because I believe it cannot be improved upon, but in order to clearly express what I suggest. I have put upon this map the way in which I should propose to divide the country. The Schools Inquiry Commission recommended as their area for the provincial authorities the Registrar General's divisions. Those divisions no longer exist. The Local Government Act of 1888 has destroyed them. The Registrar General, to speak roughly, knows only ancient counties, administrative counties, county boroughs, and sub-divisions. We therefore are driven by facts, even if we had no other reason for it, to contemplate another and a different, arrangement from that; and, therefore, I am obliged to make a merely original suggestion for the matter. I say this because I am most anxious that you should not suppose that I feel a certain or any conviction that this could not be altered or improved upon. I suggest this independently of Wales. That division as a provincial authority will be made by law before this year is out, or at any rate before much of next year has gone. That is being done by a scheme under the Welsh Act, and the powers which I propose here for the provincial authority are actually, as a matter of fact, by a scheme which will have the force of an Act of Parliament, for the most part conferred upon the central Welsh board, the provincial authority for Wales. The proposals which I am going to lay before you with regard to the provincial authority have run the gauntlet of criticism in the locality, and are now before the Education Department, and will soon be before Parliament; and with one exception, namely, that a certain charity has been included as a charity to be administered by the provincial authority, which possibly may not be so included eventually, I am not aware of any serious objection to the proposals. So that what I would lay before you is entirely original and untried as regards the suggested division other than that of Wales. But the proposal for what shall be the authorities in the divisions has been a matter of elaboration in regard to Wales.

10,909*a*. How many divisions do you propose to make for England?—For England exclusive of Wales and Monmouthshire I propose five.

10,910. Would you name the five?—The northern province would be six ancient counties, reckoning the whole of Yorkshire as one, and would comprise 26 county boroughs.

10,911. Are the county boroughs to be included in the provincial authority?—Yes, and that would be one important means of drawing them together I hope. That would be a population of between eight or nine millions. I will name the counties: Northumberland, Cumberland, Westmoreland, Durham, York, and Lancaster.

10,911*a*. The whole of Lancashire?—Yes. Six ancient counties and 26 county boroughs which corresponds very much to an ancient Roman division, and also corresponds very much to the Danish Kingdom of Northumbria. The central province I suggest should have these ancient counties: Chester, Derby, Nottingham, Shropshire, Stafford, Leicester, Rutland, Worcester, Warwick, Northampton, Hereford, Oxford, and Buckingham, which will include 13 ancient counties comprising 16 county boroughs, with a population of about 5½ millions. Wales I will leave out. Then as the eastern province I suggest nine ancient counties and three administrative counties, comprising altogether 10 county boroughs, with a population of 5,152,400, about: namely, the ancient counties of Lincoln, Huntingdon, Cambridge, Norfolk, Bedford, Suffolk, Hertford, Essex, and Sussex, and the administrative counties of Middlesex, Kent, and Surrey. But here I come upon a point upon which I find it difficult to decide between two courses.

10,912. Where would you put London?—One of two things must happen. On my plan either the Administrative County of London with its county committee, which I think might very well be the present Technical Education Board of London slightly altered (that is an admirable board and going to work in an admirable way), must also be the provincial authority, in which case it will require modification so as to combine the two in one, which some people might favour, or else you must take into the Province of London those parts of Middlesex, Surrey, and Kent which are outside the administrative county. You see I suggest one of two courses: either that you make the administrative county of the Metropolis one board both provincial and county, or else that you join with the Metropolis those parts, particularly of Middlesex, which are closely allied with it, and in which now, as a matter of fact, Londoners are establishing their schools, and make the provincial authority by joining Middlesex, Surrey, and Kent. I should absolutely have recommended that but for two difficulties: one is that London is so big, and the Technical Education Board so good, that it is rather difficult to overlay them with another authority. The other difficulty is that the remoter parts of Kent are not metropolitan. On the whole, therefore, after much consideration, I have resolved to suggest that to those counties I have named for the eastern division should be added the administrative part of Middlesex, that is, the part of Middlesex outside the county of London, and the administrative counties of Surrey and Kent. If that was done there would be in that province 12 counties and 10 county boroughs with a population almost exactly the same as that of the central province, namely, 5,152,000. In that case the provincial authority for the Metropolis would be a board altered from the ordinary constitution of the county board, so as to be both the county and the provincial authority. As you will see when I come to speak of the mode of composing the provincial authority, its main differences that I am going to suggest as regards its composition would be that teachers would have to be recognised on it, and institutions of the university type, and perhaps school boards not. That would be the point. Of course if Surrey, Kent, and Middlesex went into the Metropolis, Sussex would have to be joined on to the western part. But if not, and if Sussex belonged to the eastern division, the last outline I suggest is the western province consisting of the ancient counties of Gloucester, Wilts, Berks, Hants, Dorset, Somerset, Devon, and Cornwall, being eight counties, comprising nine county boroughs, and containing a population of 3,427,000.

10,913. How do you propose to constitute the councils which are to have these provincial areas under their authority?—I would suggest that they should be constituted somewhat in this way. Somewhere about one third of the members should be appointed by the county authorities, that is to say, by the Secondary Education committees of each county and county borough, or joint committees, so far as they were united: one-third by principal teachers of schools recognised as county schools within the province; and one-third by universities and institutions of a university type within the province. And I would suggest that officers of the central authority should be entitled to attend the meetings of the provincial councils but not to vote, which I consider a very much better plan than that recommended by the Schools Inquiry Commission of having official district commissioners. The Schools Inquiry Commission recommended that in each district there should be an official district commissioner who should be a member of each governing body. That is open to at least one most serious objection, namely, that the representative of the central authority, which would have the duty of seeing that these bodies did not commit irregularities such, for instance, as a breach of trust, would be himself in breach of trust. That would be a most serious objection; and I was always surprised at that recommendation being made by the Schools Inquiry Commissioners.

10,914. You mean that the presence of the officer is desirable, but it is not desirable that he should have a vote?—No; nor be a member of the body.

10,915. (*Mr. Lyttelton.*) He would be an assessor?—Quite so. That again has been a matter, as I have no doubt you know, of practical experience in Wales, and it has worked admirably as everybody admits.

Duties and Powers of Provincial Authority.

10,916. (*Sir Henry Roscoe.*) What are their duties and powers?—The first duty and power of the provincial authority would be to administer any general endowments the administration of which was assigned to it by scheme or by the Act.

10,917. By a general endowment you mean some endowment which has a larger area than any endowments capable of being treated by the county authority?—Quite so.

10,918. Are there many such?—Yes, a good many. If you look at the scheme now before the Education Department for the Central Welsh Intermediate Education Fund, which is a scheme which creates a provincial authority for the Principality and the county of Monmouth, and look at clauses 33, 34, and 35 of that scheme, you will see two foundations to be dealt with by that board, and how they are to be dealt with. If you look at clause 34 you will see that a certain foundation is directed to be applied as to a part of it in the maintenance of exhibitions of the yearly value of 20*l.* tenable for not more than three years, with power of extension, at any university, university college, or institution of professional or technical education approved by the board, and to be awarded to scholars who have been for not less than three years at some intermediate school. That will be a most valuable function of the provincial board in regard to endowments which are not county endowments, but have a larger area. Then you will see in clause 35 that the residue, after payment of expenses of management and business, is to be set apart for the training of teachers for intermediate schools according to a plan there laid down. You immediately have a fund applicable for those purposes which are general educational purposes, but not county purposes or for purposes of a particular school.

10,919. That is an especially Welsh charity, is it not?—No; it is an England and Wales charity, and this scheme deals with the Welsh part. The Commissioners made a division.

10,920. What would be the advantage of having Betton's Charity managed by your provincial councils rather than by the central or the county authority?—It is too much work and too much duty to throw upon a central authority to administer this general provincial fund. If you laid upon the central authority the whole work of establishing the training college, working the exhibitions, having the examinations, and so forth, the central authority would break down.

10,921. But does not the same objection apply to the treatment of such a charity by your provincial authority as would apply to the treatment of such a charity by the county authority?—If you have it treated by the county authority you must break it up.

10,922. If you have it treated by the provincial authority you must break it up, too?—You only have to break it up into five parts. It is a different thing to break it up into every county and every county borough. You could break it up into five parts, as it has been broken up for Wales, but the business of breaking it up into the parts to be allotted to each county and county borough would be a most serious thing.

10,923. (*Mr. Hobhouse.*) What is the amount of Betton's Charity?—4,420*l.*

10,924. (*Mr. Lyttelton.*) Are there many other charities like Betton's Charity?—Yes, there are a great many other charities of a general kind, and a large number of them not yet settled to be within the Endowed Schools Acts, but which most probably are within them.

10,925. (*Dr. Fairbairn.*) Was this originally an educational charity?—No, it was mainly a charity for a very different purpose, but the non-educational part was converted to educational purposes by the Court of Chancery.

10,926. How was it converted into an educational charity?—By the failure of the original object. It had some educational element for a small

part of it originally, and having that educational element for a small part of it the Court of Chancery considered that education would be *cy pres* to the founder's intention for the whole.

10,927. (*Sir Henry Roscoe.*) I do not understand that you base your suggestion as to the advisability of the creation of provincial authorities on this ground alone?—No, I only use the Welsh case as an illustration of what was done. If it had never been done in Wales, I should consider it from my experience in the Charity Commission necessary.

10,928. What other argument can you use in favour of these provincial councils?—I will just mention the rest of their duties, and then I shall be able to derive my argument better from that. I have mentioned one of their duties or powers. Then, secondly, they are to provide, in concert with the county authority, for the due examination and educational inspection of registered or recognised schools subject to the Secondary Education Act. Thirdly, to provide means for the training of teachers in concert with the county authority. Fourthly, to provide a system of pensions for teachers which I consider to be a question of the first importance. Fifthly, to confer with other provinces, and I should desire to see a joint board of conference created for all the provinces, which board, I think, perhaps, might eventually be represented on the central council, for a reason to which I will revert, if you think fit, presently. Lastly, to make a yearly report to the central authority on the condition of Secondary Education in the province. I have mentioned one reason why I think it necessary to have this provincial authority; but a second and a more important reason to my mind is this. You want a comparison of educational proceedings, failures and successes, results, and so forth, over a larger area than a county; you want light upon the proceedings in one county to be thrown by the proceedings in another county; and, if you do not establish some such thing as a provincial authority, I am perfectly satisfied that the county authorities will eventually do something of the same kind for themselves. They must keep together. They must throw a mutual light. If you take any one organising secretary of a county, and ask him what he knows about his county; if he is a really good and intelligent man, you will find he has been searching all round in other counties for light. It is to my mind necessary for the purposes of illustration and breadth of work to have, while not displacing the county authority, a wider authority than that of the county.

10,929. While, no doubt, there should be an inter-communication between the different counties, is it not a fact that the requirements of different counties are very different?—Certainly.

10,930. Take, for instance, Durham and the West Riding?—Yes.

10,931. And hence to fuse these all into one common authority might not produce that good effect which you are attributing to it?—I think that would be a fatal criticism if I proposed to fuse them for scheme-making purposes, or any but the most general provincial purposes. But if you look at the six purposes which I have mentioned, you will see that there is nothing which interferes with the life of the school or the counties. The counties are left their autonomy altogether; and I should say, frankly, at once, that if the difficulty that you suggest, which would be a real one, is at all involved in any of those six things that I have put down as the duties of the provincial authority, I withdraw it. I fully recognise that the county is the autonomous body for this purpose; but I consider that it is as well to bind them together as it was to destroy the Heptarchy.

10,932. (*Mr. Cockburn.*) Could you explain why these six duties could not be done by the central authority?—The whole thing taken together, would have the very serious objection that it would be the greatest piece of centralisation in education that has ever been dreamt of in any country. I do not believe you will find one single country where so much centralisation, as the whole of this, has been thrown upon a central body.

10,933. (*Sir Henry Roscoe.*) I understand that Mr. Cockburn only refers to your proposal with regard to the provincial authority?—I say that

these six things for the provincial authority, if placed upon the central authority, would break it down.

10,934. (*Mr. Cockburn.*) Then do you not think that the training of teachers might be improved by being a national thing, instead of being a provincial thing?—I suppose the question means this: does the experience with regard to what has been done for the training of teachers in elementary schools show that it would have been better if it had been done by the State, instead of any local authority? No, I do not think so. I think if the State had started it from the beginning, it would not have gone on so well as it has.

10,935. My real point is this: there are three authorities sketched by yourself, the county, the provincial, and the central?—Yes.

10,936. It seems to me that by multiplying this machinery, we are increasing the difficulties of legislation. I have failed to find that you have made out a good case for the provincial authority existing independent of, and in addition to, those other two authorities?—Take one case. I do not see how to get a representation of teachers except by having a provincial authority. That is not a sufficient reason by itself, but how can you get it otherwise?

10,937. (*Mr. Lyttelton.*) Could they not be represented on the county authorities?—No, certainly not. I should consider it most objectionable.

10,938. Nor on the board of advisers to the central authority?—No. You can have them represented on the central authority by means of one or two of the best of their profession, perhaps. That is a point I should come to; but, as a board of advisers, I am afraid they would have very little weight.

10,939. (*Mr. Cockburn.*) Then you would have provincial authorities acting independently of one another on such a national question as pensions?—I should propose that they should confer, but I think the conditions of pensions are different in different parts of the country. I do not think you could have a State system of pensions.

10,940. It will be a State system of pensions divided into five different divisions?—No; because the funds for pensions will not be derived from parliamentary grant in any way. I do not think a Minister of State could arrange what the conditions of pensions in different places were to be, the funds being raised out of charities and local endowments.

10,941. But would you allow your northern province, for example, to bring in some scheme of pensions for its teachers which should be totally different from the scheme in the eastern province?—The scheme would have to be approved by the central authority.

10,942. Then would it be very much better?—No, because the labour of working up the thing is perfectly impossible for the central authority. It would break any central authority down. You want to multiply workers in this matter, and not confine it to those who live in London. You have got now an enormous number of workers, many of them working voluntarily, and working all over the country on this question. You want to organise those workers. That is how it strikes me.

10,943. (*Mr. Hobhouse.*) How are the funds of the provincial authorities to be supplied?—They would be supplied from three sources: first, those charities such as I have been mentioning, which were general, and administered by the provincial authorities; secondly, by contribution from each local authority; and thirdly, by fees charged for certain purposes.

10,944. With regard to the contributions from the counties, would you make that compulsory on the county. Who should fix the contributions?—I think with regard to the exact amounts they should be fixed by a scheme made for the county under the Act. But the broad outlines of limits might very well be fixed by the Act. That depends entirely upon which of two procedures you think best; either make the constitution of this provincial

authority a matter of provision in the Act, which will undoubtedly encumber the Act, and make it more elaborate, but which will have this enormous advantage, that you will get to work many years sooner; or else you must make it a matter of scheme. But then the provincial board would not be created until after the scheme was established.

10,945. The latter plan was adopted in Wales?—That is so.

10,946. And there was no provision made for it in the Act?—That is so.

10,947. The provincial board in Wales is the natural development which has arisen from the needs of the counties themselves?—Yes.

10,948. And that you consider a strong argument?—Certainly.

10,949. I should like to know whether in the case of Wales there are any stronger reasons for such a provincial authority than there would be in parts of England where the counties are considerably larger than Welsh counties?—No doubt the smallness of the counties would be a reason.

10,950. Lancashire would have much stronger objections and fewer inducements to enter into a provincial scheme than a small Welsh county?—Yes.

10,951. Is the Welsh Provincial Board, as it exists in the scheme, constituted as was contemplated?—No; it was a very elaborate constitution—much more elaborate than I should like to see carried out for England.

10,952. But were the proportions of the different bodies much the same as was proposed?—No, it was a totally different constitution.

10,953. If I remember rightly, county bodies of different kinds had more than half the representation?—Do you mean the county councils or county governing bodies?

10,954. Taking them altogether?—47 out of 71, taking all the county councils and the county and county borough governing bodies.

10,955. And the teachers on the other hand, I suppose, would have hardly one-third of those places?—Very little. Headmasters and mistresses of county schools of North Wales, two; headmasters and mistresses of the county schools of South Wales and Monmouthshire, three.

10,956. And you think on consideration that the scheme you have just put before us would be a more equitable and satisfactory one?—Yes, that has appeared to me, after careful consideration of what has been done in this scheme.

10,957. You do not think that the county bodies, representing as they do the ratepayers who find the funds, should have a majority on such a body?—I should not object to it. I propose one-third.

10,958. Those provincial bodies would require very considerable funds to carry out all those objects that you spoke of?—Well, if they carried them all out at once to the full extent which would ultimately be desirable no doubt they would; but I think they would have to feel their way. I think they would be to a certain extent in the same position as some of the bodies administering the Technical Instruction Acts or the Local Taxation Act have been in counties where they have not used all the funds they might, because they had not got the experience to see the best application of all.

19,959. Eventually they would have large objects to serve and large funds to find?—Yes.

10,960. And you say those funds could be found from three sources: endowments, contributions from the counties, and certain fees?—Yes.

10,961. Will you tell us what those fees would be?—I should propose that the provincial authority should have the power to register schools which are not endowed schools, as capable of having some of the benefits of the system, and to inspect and to provide for their examination as a condition of that registration; and I should propose that fees should be

charged for that. I should propose also that they should have power to charge fees for the examinations of the intermediate schools conducted under their authority to a certain extent.

10,962. And there would be fees for training teachers and contributions towards teachers' pensions?—Yes.

10,963. So that it would be rather an elaborate organisation and would require a considerable staff?—Yes; it would require a considerable staff.

10,964. Then would not their functions rather interfere with the function of the county authority in dealing with the schemes? For instance, it would be for the provincial authority, as I understand, to determine which of the private or proprietary schools should be recognised as registered efficient schools; while it would be for the county authority to make proposals as to schemes for new endowed schools where such schools did not exist?—Yes.

10,965. Do you not think that in carrying out such functions as that the two authorities would be likely to collide with one another?—No, I think it should be provided as I propose, that they should confer on all those matters with the county authority, and if they differ, or collide, there is exactly a case where the central authority would come in. I think any difference of that kind is exactly the sort of thing that can be settled by the central authority. It is where details have been threshed out, and conflicting proposals are made, that the central authority comes in as arbitrator and decides between them.

10,966. (*Mr. Lyttelton.*) Of these six duties which you propose for the provincial authority, I think if there were only two authorities, a county and a central authority, three of them would perhaps at once have to be subtracted; that is to say, the report to the central authority; the conference would obviously lapse; and then examination and educational inspection. It has been suggested to us that the examination of schools should as far as possible be carried out by examining bodies that are at present existing and that the inspection of schools should be carried out by the central authority for a few schools, and by the local county authority for the remainder. How do you think that system would work?—I think you must in speaking of inspection begin by distinguishing between what I have called an official inspection and an educational inspection. As I said in my evidence before the Select Committee of 1886 I do not think that an educational inspection, which implies going into a school, hearing the teachers teach, seeing how the school is organised, and possibly, even so far as, at the end of a lesson given by a teacher, putting some questions to the class to see what effect that lesson has produced upon them, can be effectually conducted by a central authority.

10,967. But would you not include that sort of inspection under "examination"?—No, I do not. I distinguish between examination and educational inspection, as I distinguish between official inspection and educational inspection.

10,968. Do you mean you could not extend the word "examination" so as to include a *vivâ voce* examination by an inspector?—No, I do not think it would be a proper use of the word "examination," when a teacher is put on to take a class and the inspector takes a note of the lesson, and not a word is addressed by him to the scholars. That is not examination, and yet that is an important part of educational inspection. In old days, before the revised code was introduced, it was a sufficient execution of the duty of an inspector of schools to go into a school and never say one word to a scholar. He might go into a school and wait there quietly. He might wait at all events till one change took place; that is to say, from one lesson to another. He perhaps saw a school interval; he perhaps might wait two hours in the school and never open his lips; but looking at the time table and seeing this go on he formed a very good idea of how things were conducted. He saw the discipline exhaustively; he saw the arrangement of time; he saw whether they lost any time in moving classes and the rest of it. He saw the control, and the moral relation between the

teachers and the scholars; and he saw whether the teacher kept his place and governed the scholars by his moral force and never went near them or touched them; and he saw the inferior teacher who went from one end of the class to the other and fidgetted about. He saw the whole school except one thing:—What is the result of all this upon the knowledge acquired by the scholar? That is examination. The other thing I call educational inspection. But that is a totally different thing from that which I now wish to see conducted by the central authority, which is conducted now by the Charity Commission. That consists mainly in what is comprised in the extract from the report of the commissioners which I quoted to you; and roughly it consists in seeing the buildings, the premises, conferring with the teachers, noting whether the scheme or regulations of the school are duly carried out, and taking note of any suggestions made for amendment or improvement. That is a totally different thing from this educational inspection.

10,969. What are your exact reasons for saying that the educational inspection ought not to be undertaken by the county authority?—You want a wider experience; you want somebody who shall have a larger than county weight and authority and who yet shall not be a Whitehall official. The fundamental difficulty about sending down a Whitehall official to do this, even if he is the most competent man in the world to do it, is that he has been away from his books a long time; he goes into a first grade grammar school and hears a man such as Dr. Holden, say, taking a class in Aristophanes; then besides that he has mathematics, modern languages, natural science—four great branches of human knowledge, any one of which is enough for a man to be at all proficient in. At least four first-rate men would be required in every first-grade school. If they are Government officials and in the State service, they have left their books for some time; if, on the other hand, they are at their books still the difficulty is to find men of sufficient weight and quality. Then, further than that, there is this: I may be mistaken in this, but I believe from what I see and hear of schoolmasters that they would prefer an authority sufficiently wide and broad, on which they were adequately represented, as constituting that element. They would respect it more, and more particularly when on that authority, as I here propose, there are the universities. The teaching experience, and the authority of the universities, which together form two-thirds of the elements of the body which I propose, is the thing to get the respect of the teaching profession, and for that reason alone, if for no other, I think the provincial authority necessary.

10,970. Can you give us any suggestion as to who the inspectors should be to undertake this most difficult work?—No; I think the provincial authority would find them.

10,971. They would be ex-teachers probably?—I should leave that to the provincial authority. I do not think an Act of Parliament could settle that.

10,972. Would you contemplate any schools being excluded from the provincial authority's influence?—The same as from the county authority's, unless they voluntarily came in. If I had to go into the details of the Act, you would find that I would recommend as one of the provisions of the Act the power for any schools outside of the Act to have the benefit of the whole or any part of the Act extended to them the same as now in the case of the Charitable Trusts Acts. A charity outside the jurisdiction of the Charitable Trusts Acts can now apply to the board to have the provisions of those Acts extended to them in whole or in part, and I think that some provision might be made in regard to foundations scheduled out of the Act. For example, I think it might be found that some schools might object to the governing body constituted under the Act, but would not be unwilling to have a well-regulated inspection as a condition of their having a share in the pecuniary benefits, or the pension system, we will say.

10,973. With regard to the county authority, I think you suggested that a county authority should co-opt some members?—Yes.

10,974. Would you make that compulsory or optional?—I think it is most important. I think they will do it. I do not think it is necessary to make it compulsory because of the examples that have already existed. Take the example of the Technical Instruction Board of London. I think it shows that they are only too thankful to get all the experience in such a new matter that they can obtain, and they search about for it.

10,975. Will you tell us a little more exactly what would be the relation between the county authority and the governing bodies of the schools?—I propose that the county authority shall be capable of becoming the governing body of all the schools within the county.

10,976. Would they manage them by dint of local committees?—Yes, certainly; and you see it would be perfectly possible in that case to appoint as the local committee the actual governing body of any school, at all events to start with. It will get over the friction of that change. One of the great difficulties we have had under the Welsh Act, and one of the things that has made our difficulties in the House of Lords, has been the compulsory removal of the governing body of an endowed school in the Principality and putting in its place a county governing body as constituted for the purposes of the Act. This proposal would do the thing, I think, gradually.

10,977. Then supposing there was danger of a rival establishment being set up which endangered the prosperity of some existing school or endowment, would the provincial authority be called upon to arbitrate or the central authority in such a case?—Do you mean supposing a new foundation were created.

10,978. Yes?—That opens the question of whether a founder should be allowed without regard to the desire of the community to establish a new charity. That is a very large question, and I had not contemplated it.

10,979. (*Mr. Cockburn.*) Have you anything to guide you as to the administrative expense of carrying on this provincial authority?—I have nothing whatever to guide me.

10,980. There is no provincial authority for Wales that has yet begun to expend money, is there?—No, it is embodied in a scheme which is now before the Education Department; it is not yet established.

10,981. Then you have no data whatever that would help us to form some idea as to the cost?—No.

10,982. (*Mr. Hobhouse.*) Is there not some standard of contribution laid down in that scheme?—Yes there is, but I cannot tell what it will amount to in money.

10,983. Is it not 5 per cent. on the fund?—I think it is. It is not more than 5 per cent. The sum with which they will have to deal under the scheme for the central board is between 4,000*l.* and 5,000*l.* a year, but I have not myself worked out all the amount required to carry out that scheme.

10,984. (*Dr. Fairbairn.*) The provincial authority would be in a sense quite self-contained. Within its own province it would have the regulation of the points you have specified?—Yes.

10,985. There are three of those points which are strictly educational; the examinaition and inspection, the training of teachers, and the pensions of teachers?—I would venture to submit that they are all educational.

10,986. These three, as dealing directly with schools, are, I think, strictly educational within the limits of the province?—Yes.

10,987. That means that each province trains its own teachers and pensions them?—Yes.

10,988. Supposing a teacher migrates out of one province into another?—It will always necessitate conference and a joint system. That will be in a less degree the same difficulty that is experienced now with regard to a pension scheme for all the schools under the Endowed Schools Acts.

10,989. Then by means of conference you would obtain uniformity of standard as it were in these three things: pensions, training of teachers, and examination and inspection?—Yes.

10,990. Would not that then be much more easily obtained through a central authority at once?—Uniformity could be obtained, but the labour required could not. Uniformity could be obtained, but if you try to put all this work on the central authority, first of all it will be resisted because it is a central authority, and it will be considered to be against the general movement, which is towards decentralisation; and secondly it would break any Government Office down. No Government Department could grapple with that; it is impossible.

10,991. Is this not a case of multiplying labour through multiplying agencies?—I do not think so.

10,992. And with regard to these conferences, which in their nature would be strictly voluntary, do you think that the resolutions passed there would not take the shape of laws binding upon each of the authorities?—If it were found that they could not combine and confer I would certainly be in favour of legislation for that purpose; all our experience shows, so far, that there is no difficulty about that; that the authorities are willing to combine and confer; that they are sensible of the necessity of comparison and light and information gained from other bodies; and that they are glad of it.

10,993. Then this, to a large extent, would affect an objection that is often raised to the inclusion of public schools in any Secondary Education scheme, namely, that they are not local schools. The provincial authority would not of necessity require them to be local schools?—I do not propose that any schools shall be under the provincial authority which are not under the local authority. All the schools dealt with should be under the local authority.

10,994. But, in as far as you have teachers trained and pensioned, and you have examination and inspection, you have very direct relation to schools?—I say that that would be done in concert with the county authority. That points to the general principles being settled by the provincial authority, but the exact application to individual teachers and teachers having the working out of those principles in the locality would be settled by the county authority.

10,995. Again, I come back to the question of the relation of schools to the provincial authority, would they not have relation to it through these agencies?—Yes.

10,996. I want to know then whether you would exclude from all relation to the provincial authority the great public schools, or schools of an illocal character?—Yes; I would exclude by a schedule to the Act all those schools which are not local unless by their voluntary application the benefits of the Act or any part of the Act are extended to them.

10,997. Then what are your reasons for this exclusion?—The first reason is that I do not think a school which is for all England should be governed by a local authority; and the second reason is that you will, by excluding those schools, remove one of the most powerful obstacles to the passing of your Act.

10,998. That one can understand, but that is a question rather of vested interests than of educational policy?—But I think I am at liberty to bring it in support of my principle which I began with, namely, that they are not local.

CHARACTER OF LEGISLATION REQUIRED.

10,999. (*Sir Henry Roscoe.*) Now we will pass on to the character of the legislation which is required, in your opinion, for the establishment of Secondary Education all over England?—The Commission will see at once that those proposals that I have made differ largely from the proposals of the Secondary Education (England) Bill. That Bill, if I recollect rightly, did not propose either to constitute a central authority or a provincial authority, or in fact to constitute any new distinct

authorities at all. It was a pioneer Bill, showing what use could be made, as far as it ventured to go, of existing agencies. What I here propose is what I consider to be a complete system. This will all be a matter for the Government draftsman. I only put this forward as a means of carrying out what I wish to suggest. I should propose that the Bill should begin by constituting this enlarged and extended Secondary Education Department. That would be the Charity Commission, as the Schools Inquiry Commission has recommended, enlarged and extended; and I should propose, on the grounds that I stated to your Chairman this morning, to transfer all the powers of the Charity Commission, whether under the Charitable Trusts Acts, the Endowed Schools Acts, the Welsh Intermediate Education Act, or others, to the Council of Secondary Education. And I should provide that in all existing Acts whatsoever, and schemes which have the force of an Act, and all other legal or other documents, reference to the Charity Commission means reference to the central council. I should make that change by that provision. Then, I should propose that Her Majesty should appoint the paid members of the council, and that the council should appoint the main part of the staff. Whether there should be an assistant secretary or what, I have not suggested, but whatever the secretariate is, I think the Minister should appoint it. The rest of the staff should be appointed by the council with the approval of the Treasury. Then I think it should be provided that the central council should make schemes for the regulation of Secondary Education on the initiative of the Secondary Education committees for schools not included in the schedule of exemptions from the Act. And you will observe, of course, that for those schools that are scheduled out, except Eton and Winchester, the jurisdiction of the Charitable Trusts Acts will apply. The board, therefore, will have some authority, and that a very considerable one, over all these schools except Eton and Winchester, notwithstanding that they are scheduled out of this special Secondary Education Act. Then I should propose that the procedure for making the schemes on the initiative of the county authority should be that under the Endowed Schools Act, with certain modifications, the principal of which would of course be, as a consequential result of what I propose, that the stage of procedure with the Education Department should be annulled. You will see the suggestion worked out rather in detail to that effect in the Secondary Education Bill with regard to certain endowments dealt with. My memory is not at this moment good enough to remind me of the exact detail, but I think I am correct in saying that the Secondary Education Bill proposes in certain cases upon the initiative of the local authority for procedure under the Endowed Schools Acts to shorten the process, by abridgment of the procedure in the Education Department. That would follow necessarily, of course, when you have the Charity Commission enlarged and extended, forming part of the Ministry of Education. Then I would lastly propose that the Minister and Council should report yearly to the Queen on the condition of Secondary Education, embodying statistics with regard to the whole of England, which should be collected through the labours of the local and provincial authorities. That of course at first would be an extremely heavy work in the matter of statistics. I well recollect the labour of the Education Department in the old days, before the present complete system of statistics had settled down to what it is. Settling the statistics in the form they are to take formed a most serious labour on the part of an important branch of the Education Department. You see when you begin a system like that, you have such a thing as the relative value of statistics; what shall be collected and published, and what shall not. That all gets to be settled; you have to see what the public requires, and so on. Altogether, I may say, shortly, that it would be a very considerable labour, and form a very heavy work, and the principal new work from the Charity Commissioners' point of view of this central department. Then I should propose that the Bill should go on to establish the county authority; that a Secondary Education committee should be appointed in every county and county borough with power to combine; and that committees

FRAMING OF SCHEMES.

should, as under the Welsh Act, make proposals to the central authority for regulation of endowments and other funds in their area.

11,000. In what way does the initiation in the county authority with regard to making schemes differ from that of the central authority?—The central authority would be unable to make any scheme for any of these endowments, except on a proposal by the local authority.

11,001. Then the initiation lies with the county authority, who refer the matter to the central authority for carrying out?—Precisely.

11,002. (*Mr. Cockburn.*) And may the central authority veto?—Yes; they could refuse to publish such a scheme. That is the present arrangement under the Welsh Act.

11,003. Then the third matter on which they can act is with regard to the endowments?—Yes. The endowments with regard to which they would be able to make such proposals would be those now subject to the Endowed Schools Acts with certain exceptions, and the main exception should be, as I have already stated, schools which are not local, and schools which are strictly denominational. Then I think it important to make another matter clear. It is rather technical, and I will not go into it more than you wish. It is with regard to closed endowed and elementary schools. I think there should be a provision to make it clear that the exception in the third section of the Endowed Schools Act, 1873, ceases to apply if a school is lawfully closed. I will explain that if you wish it.

11,004. Perhaps that goes too much into detail. Will you tell us what you have to say with regard to the power to apply under the Charitable Trusts Acts?—I think it most important that the county authority should have the same power as trustees of any endowment in their area of applying to the central council for schemes under the Charitable Trusts Acts. That means that if there be an endowment over 50*l.* a year a scheme cannot now be made for it under the Charitable Trusts Acts except on application by the trustees.

RATING POWERS.

11,005. What do you say with regard to rating power?—I should only be disposed to suggest that they should have power to vote a rate for the purpose of supplying deficiencies in supply of schools.

11,006. But now they can apply the rate for both?—I am not looking at the rate under the Technical Instruction Acts or the Local Taxation Act. I am contemplating a separate new rate similar to the halfpenny rate in Wales, but not so widely applied. I have here a list of 11 great towns and county boroughs which are wholly unsupplied.* There is Liverpool, for example. These are towns over a certain population which the Schools Inq iry Commissioners found to be unsupplied, some of which are now county boroughs; one of them has a population of over half a millon and is wholly unsupplied with endowed secondary schools.

11,007. In such a case you propose a penny rate for the purpose of building?—A half-penny rate I propose, but I have no objection to a penny.

11,008. For building but not for maintenance?—No, not for maintenance.

11,009. (*Mr. Hobhouse.*) What do you mean by supply of deficiencies. Do you mean erecting new schools only?—No. In that very place which I mentioned—Liverpool—I think it will be found that there are the means of taking over existing institutions. In some places it means supplying new schools.

11,010. But supposing the deficiencies arise from the lack of annual income rather than buildings, would you not consider that a rate should

* Ashton-under-Lyne, Birkenhead, Brighton, Chatham, Dover, Gateshead, Huddersfield, Liverpool, Rochdale, Staleybridge, Sunderland. I am aware that a small grammar school foundation exists in Rochdale; but the circumstances of that school are, and have long been, such as to afford no sufficient reason, in my opinion, for the omission of Rochdale from the list.—D. R. F.

be applicable there?—I am disposed to think that the existing 15,000*l.* a year is sufficient, but I do not wish to be decided upon that point. If the Commission should come to the conclusion that more rate is required and that the country will bear it, I should rejoice.

11,011. (*Sir Henry Roscoe.*) Now with regard to the schemes which may deal with rate?—All I propose is, that the counties or county boroughs should have power to vote a rate for the special purpose of supplying deficiencies. You see it might be a temporary rate for three years, and that rate on a resolution of the council if thought desirable might be embodied in a scheme, temporary or otherwise, for supplying deficiencies.

11,012. (*Mr. Cockburn.*) Would you contemplate that the rate should be assisted by a subvention from Government?—No. It was done in Wales, but I think the Welshmen considered themselves exceptionally entitled to help.

11,013. (*Sir Henry Roscoe.*) How would the county authority deal with the funds under the Local Taxation Act?—I consider that it should be made obligatory rather than optional to apply them to the advancement of Secondary Education. I do not propose to alter the provisions of the Technical Instruction Acts as applied to the Local Taxation Act with regard to the limits of application.

11,014. But you think that the fund ought to be made compulsorily available for education alone?—Yes.

11,015. (*Mr. Hobhouse.*) When you speak of the limits of application are you speaking of the limitation to technical instruction?—Yes.

11,016. And you consider that it is on the whole beneficial that the application of that fund should be limited to a certain portion of the sphere of Secondary Education?—I should rather put it that I have not seen evil results from it sufficiently clear to make me recommend a change.

11,017. You do not think it has tended to distort the curriculum of any of the existing schools?—I am not satisfied about it. I do not affirm or deny.

11,018. (*Mr. Cockburn.*) Does it in some measure spring from your reluctance to disturb existing legislation?—No, not altogether; it is because I am not altogether satisfied that it does disturb the curriculum. I have regard to the origin of the money, and to the understanding with Parliament when it was voted, and to the fact that it apparently can be applied to everything but Latin and Greek. Looking to all that, I think the claims of technical instruction are sufficiently strong to out-balance any evils which have made themselves clear to my mind. It has been worked in a very liberal spirit by the county councils, and I am not satisfied that a change is required. I am not so dissatisfied with things as they are as to make me think that change is required.

11,019. (*Sir Henry Roscoe.*) What have you to say with regard to the Secondary Education Committees becoming the county governing bodies?—I have nothing more to say than I have already said; that it is essential that these Secondary Education Committees shall be so constituted that they shall not only have power to make application for schemes but also become the governing bodies under schemes.

(1.) Treatment of Modern Endowments.

11,020. Does that remark apply to the question of the amendment of section 14 (1) Endowed Schools Act, 1869?—That is again a very technical thing, but it is most important. By section 14 (1) of the Endowed Schools Act, 1869, no endowment which was created between the 2nd August 1819 and the 2nd August 1869, can be dealt with without the consent of the governing body. When the Act was passed that was a limit of 50 years, within which it was thought right to respect the founder's intention. That has now got to be a limit of 75 years, and very soon it will be a limit of 100 years. Unless therefore you make a shifting period which I should recommend, as the Schools Inquiry Commission did, should be 30 years, you get perfectly obsolete endowments which cannot be touched without the consent of the governing bodies. I therefore propose that instead of

the limit fixed by section 14 (1), namely, that you can touch no endowment after the 2nd August 1819 without consent, there should be a provision that you should not be able to touch without consent any endowment less that 30 years old at the time of dealing with it.

11,021. That would give elasticity?—Yes.

11,022. Then we come to the question of endowment subsequent to the Act?—My next proposal follows as a corollary to that: that every endowment founded after the date of the Act shall be subject to the Act after 30 years, but not unless 30 years have expired except with the consent of the founder. That is analogous to a provision in section 13 of the Welsh Act.

11,023. Then with regard to the acquisition of land, borrowing, &c.?—I need not go into detail with regard to that. I think that, particularly looking to the way in which some of the cities are crowded, there ought to be authority to take land.

11,024. Do you desire that those powers of acquisition of land, and the borrowing powers, should be compulsory?—Yes, I think so. There are several examples as to how to do that. There is an example under the Elementary Education Act, and there are others.

11,025. Is there an example under the Welsh Act?—No, there is not an example under the Welsh Act; I think there is an example under the Technical Instruction Act. Anyhow there is one under the Elementary Education Act, and there are other examples which I need not trouble you with.

11,026. (*Lady Frederick Cavendish.*) Might I ask why you should object to keeping it at 50 years instead of putting it at 30 years?—I think 50 years is rather long considering how we now live.

11,027. When we have lived a little longer, will not 50 years cover the reforming period?—Well I do not lay great stress upon it. I may just say that we have now been working the Endowed Schools Act for 25 years, and things that we did 25 years ago want complete reform. That is one of the things that has guided me to the period of 30 years. Besides the recommendation, if I am not mistaken, of the School Inquiry Commission, we find that after making a perfectly successful scheme in 1870, it now wants complete change.

11,028. That is because we are now in a period of transition?—Perhaps so.

11,029. (*Sir Henry Roscoe.*) With regard to the appointment of teachers on the provincial council, what class of teachers do you desire to see appointed there?—Teachers of all schools recognised by the provincial and county authorities as schools within the Act.

11,030. Private schools as well?—No, because I do not propose that private schools shall be schools completely within the Act.

11,031. With regard to the establishment of the provincial authority, have you anything to add to what you have said before?—No.

(2.) ENDOWMENTS APPLIED IN PAYMENT OF FEES IN ELEMENTARY SCHOOLS.

11,032. What do you include in your "Miscellaneous" heading?—I have only three recommendations that I wish to put. The first is a very important one; it is as regards endowments applied to payment of fees in elmentary schools, which is now obsolete. There is a large mass of endowments the trusts of which are to pay the fees in elementary schools. But in most of those schools there are no fees. The result has been, I have reason to believe, though it wants inquiry, that they have gone simply into the maintenance of the school; that is to say, they relieve either the rate or the voluntary contributor. In the 39th Report of the Commissioners to the Queen, paragraphs 36 to 41, you will see the recommendations made for an Act of Parliament, general legislation, dealing with those endowments.

11,033. The amount you consider is large?—Yes.

11,034 But do you agree with the recommendations therein made?—I had rather not criticise them. They have been made by the Board to the

Queen, and I have no objection to make to them. The general principle of the recommendation is that they be applied to things in the nature of scholarships and exhibitions.

11,035. For Secondary Education?—For giving children chiefly in elementary schools something that is not provided for them by the law of elementary education; continuing them or carrying them on into Secondary Education by higher grade schools or something else, which is not necessarily under the law; something that I imagine will be held to be beyond the requirements of the labour standard.

11,036. I understand that that is not now carried out. It is not an Act, is it?—No. The Commissioners recommended it. It is an important thing, and I think it would very well come in in any Act for Secondary Education, because it should afford part of the means of carrying on the scholar from the primary school into some sort of Secondary Education, whether continuation school, higher grade board school, or secondary school. I think advantage might well be taken to embody that proposal in the Act.

11,037. What is the next point in your "Miscellaneous" list?—I propose to give power to the central authority to make an order on the application of the governing body of any endowment not subject to the Act for extension to that endowment of the Act or any part of it. I think that is a most important thing, because I have reason to believe that some schools of the very highest rank would be glad to avail themselves of parts of the provisions of such an Act if they were secured from other parts, and some, I think, would be glad to avail themselves of the whole Act, when they see that it is not such a bugbear as they think. The third point is this: I should propose that the provincial authority should have power to register proprietary and private schools for the purpose of examination and inspection, and of competition for county and provincial scholarships and exhibitions.

TREATMENT OF PRIVATE SCHOOLS.

11,038. Would you give to a recognised and inspected private school the right of holding scholarships from the county authority?—You mean, I understand, that it should be lawful for a scholar to hold his scholarship at a private school.

11,039. Yes?—No, I cannot go so far as that.

11,040. What is your proposal with regard to private schools?—That they should have power to send in their scholars. Subject to examination and inspection as laid down by the provincial authority, they should have power to compete for county and provincial scholarships and exhibitions.

11,041. (*Mr. Cockburn.*) To be held elsewhere?—Yes.

11,042. (*Dr. Fairbairn.*) That would mean the loss of the scholar?—Yes, but the private schoolmaster would gain by reputation.

11,043. That might be a very dubious thing?—I never heard of any one preparing for Woolwich objecting to the loss of the scholar when he got into Woolwich. I think he rather manages to publish it in the newspapers as a feather in his cap.

11,044. But the boy is then out of the school course?—It might be arranged that it should be at the end of his time.

11,045. (*Sir Henry Roscoe.*) What objections have you to such scholarships being held in the private school itself?—The private school is necessarily an ephemeral thing. It is here to-day and gone to-morrow, and it is worse than here to-day and gone to-morrow; it may be here good to-day and here bad to-morrow.

11,046. But suppose the efficiency of the school is proved, whether it is temporary or permanent?—That would require much more watchfulness and trouble on the part of the provincial authority than in the case of an endowed school. If a private schoolmaster who has a genius for the work dies, and his son, who has no such genius, takes it up it makes a great difference.

11,047. (*Mr. Jebb.*) Do you think that the number of private schools now existing in this country which are not efficient, which in fact are more or less bad, is very large?—I have no means of knowing, I can only go so far as to answer this: that with regard to elementary schools undoubtedly it is not so. I recollect well when I was a commissioner for inquiring into Liverpool for the purposes of Mr. Forster's Elementary Education Act of 1870. I found a state of things existing which would not be believed by the present generation. In some parts of Liverpool there were cellars and garrets occupied by disreputable persons of every kind conducting the elementary education of Liverpool. Now that is gone, but I have no means of telling what the private secondary schools are since.

11,048. (*Sir Henry Roscoe.*) Does that exhaust your list as regards miscellaneous matters?—Yes.

11,049. (*Dr. Fairbairn.*) You gave us a definition of primary and secondary but not of superior education. Would you kindly complete your definition?—Superior education is the education of the university and the university type, such as that of the university colleges.

11,050. You do not mean to include, as Germany and Holland do under the head of higher education, the correspondent of the *Gymnasium* here?—No, I look only to the existing institutions here, namely, elementary schools, secondary schools, and institutions of university mark or type. And so far as I can divide them, in the want of a complete organisation, I roughly divide primary, secondary, and superior education in that way.

11,051. You are quite satisfied with the results of the clause securing freedom of conscience?—Yes.

11,052. Do you think that that has so extended that the endowments that ought to have been free are free?—I do not desire, as I said just now, to suggest for one instant the upsetting of the settlement of 1869. That was a settlement of one of the most burning questions that agitates people, and the only attempt ever made to upset it, namely in 1874, created the greatest sensation I have seen about Secondary Education in my life. I do not suggest that any alteration should be made in it, and I do not for that reason desire to criticise it.

11,053. Unless you feel it to be improper I should like to know something of the steps by which Betton's Charity became not only educational but ecclesiastical?—You may put it generally in this way. You know that charity was mainly, originally, for the redemption of British slaves in Turkey or Barbary, and when no more Christians were captured by the Barbary pirates it became necessary to find some other application of that part of the fund. The founder had had in his mind some intention of helping education in London as well, and the Court of Chancery accordingly had to make a scheme for the charity as one part of whose object could no longer be served. The Court of Chancery proceeds in such cases on the doctrine of *cy-pres*, and had to consider what was the nearest thing to the founder's main intention of helping British slaves in Turkey or Barbary, combined with a further intention to benefit education in London. So the Court found that the doctrine of *cy-pres* directed them to education all over England and Wales. Inasmuch as at the time this scheme was made the legal doctrine was that if the founder did not prescribe any particular religious instruction the Court presumed instruction according to the Church of England, the Court acted in its usual course.

11,054. (*Mr. Lyttelton.*) What was the date of the scheme?—The proceedings lasted from 1829 to 1846. A decree made in 1841 by the Lord Chancellor was confirmed in 1844 by the House of Lords; and a further scheme was made in 1846 by the Master of the Rolls. The way the Court looked at these matters in those days was this. It said: "The nearest "thing to the founder's intention is education in England and Wales; "but we cannot see education without religious education; it is an "essential part of education, and when we think of religious education, "the only religious education we can, in the absence of express provision,

"recognise, is according to the doctrine and discipline of the Church of "England; which, in this case, moreover, was contemplated by the "founder in the educational part of his charity. Therefore let this "fund be applied according to the doctrines and discipline of the Church "of England." That is the general line. If you ask me how far it has a Church character, it has not a Church character under the provisions of the Endowed Schools Acts. This is a foundation which the Court of Chancery made applicable to Church teaching, and that is not the provision of the Endowed Schools Acts. The provision in the Endowed Schools Acts is that the founder must have tied it to Church teaching. The founder did nothing of the kind. He said it was for the Barbary captives. The court is the judge of *cy-pres*. Neither in any respect could I go outside the exact terms of the judgment. I can go no farther than I have gone; I think I am right in saying that this foundation is not, so far as England and Wales at large are concerned, one which we under the Endowed Schools Acts called a denominational foundation; that is to say, it is not a foundation within section 19 of the Endowed Schools Act, 1869.

11,055. (*Dr. Fairbairn.*) Now one word as to the constitution of the provincial authority. You have divided it into thirds?—Yes.

11,056. Do you think that it is quite a fair representation of the county council—two-thirds are educational experts either from the schools or the universities?—You must look at the functions proposed to be discharged by this provincial authority.

11,057. They have such things as general endowments, conference and report to the central authority?—Well, in the case of an endowment which does not belong to the county at all, one-third of the government is quite enough, I think. They have general charities—that is, charities which do not belong to the county. If you give the county one-third of the government of a charity which does not belong to it, surely that is enough.

11,058. But you are giving two-thirds to the people who do not belong to the county either?—For a general charity that does not matter. A general charity is one which has no county connexion. There is the opportunity for giving representation to teachers and universities; for going outside the county, and getting something broader.

11,059. There, however, you give such a predominant character of tutorial and university type?—Well, I think that is exactly the sphere in which those elements can properly operate. You want a representation of teachers; you cannot have it on the county governing body, in my opinion, for perfectly sufficient educational and local reasons. Here is to my mind exactly the sphere; and, what is more, I believe it is a sphere in which the teachers will be interested.

11,060. You cannot have it on your central authority, can you?—Yes, I think indirectly you may have some. By-the-bye, I have not mentioned as part of my proposals that I think it may be found expedient, besides the paid members of the central council (that is, paid out of the Parliamentary vote) to have some one or more representatives of the provincial authority by conference, in which representation the teaching profession will have on this plan a most important share, because they will have one-third of every provincial authority, and therefore one-third of the whole of the provincial authorities. That I think will give a great dignity and a great encouragement to the teaching profession and an enormous advantage to the central authority.

11,061. Another question connected with that is this, you have put down simply universities; would you have special universities according to provinces?—Yes.

11,062. Then there would be for the northern provinces Victoria University?—And Durham.

11,063. For the eastern provinces, Cambridge, and for the midland, Oxford; is that so?—Yes, but besides Oxford there is another one. I have

not at this moment got before me a list of the university colleges, but I may say that I intend generally to include universities and university colleges.

11,064. All I want to bring out is this question, whether you would regard Oxford and Cambridge as non-local in character and have them represented on all, or regard all the universities as more or less local in character?—I do not regard them as local. I regard them as provincial.

11,065. Then would you regard Oxford and Cambridge as national, while the others are provincial, or would you regard all the universities as equally provincial?—I would regard them for the purpose of representation on the provincial authorities as provincial.

11,066. So that Oxford and Cambridge would have no representative on any council directly, save the council of the province in which they were?—That is what I contemplated, but I daresay that might be amended. Very likely that might be amended if the conference was established by giving those two universities and perhaps Durham and London representation on the conference. That is, however, a detail.

11,067. You would not approve, instead of dividing the provincial authority into thirds, of dividing it into sixths, and giving three-sixths to the counties, two-sixths to the teachers, and one-sixth to each of the universities?—Yes, I only put these suggestions forward, as I said, quite tentatively as something for you to criticise, and if the Commissioners are of opinion that that is a better arrangement I should see no serious objection to it. All I desire to see is teachers and universities adequately represented.

11,068. (*Mr. Cockburn.*) With regard to your county local authority, you gave us halves, quarters, and eighths; how long do you propose they should be elected for?—I think as regards those elected by the county council, it is not desirable that any representatives of a body like that should hold office longer than the body sending them there.

11,069. Then you would make it three years?—In the case of the county councils and school boards I should make it the period that the bodies sending them would be in office.

11,070. Then I suppose you would not necessarily constitute it of members of the county council; they might elect any persons they chose as long as they were their nominees?—Yes.

11,071. (*Dr. Wormell.*) You know one of the very difficult portions of the problem we have to consider affects the agricultural districts?—Yes.

11,072. And in some of the counties there is a very large number of small grammar schools that have not yet been reformed?—Yes.

11,073. There are two counties I know very well indeed—my native county of Leicestershire and Lincolnshire. In Lincolnshire especially there are a large number of grammar schools. I daresay you will agree with me that it will be impossible to revive those grammar schools, because the population has drifted away, and the railroads have opened out new channels. Do you think the endowments may be utilised to assist the children of those districts to find education at a distance?—If I understand your question aright, it means do I propose that any schools should be extinguished?

11,074. Yes?—No.

11,075. Or transplanted?—I do not propose any further powers for that purpose than are now embodied in the Endowed Schools Acts. There are ample statutory powers at this moment under those Acts to extinguish a school and to move it; but the effect of those powers is limited by the disposition of the English nation.

11,076. I will take an illustration. I know a grammar school in Leicestershire, about two miles away from a railway station. On its books of scholars, in the 17th and 18th centuries there are the names of all the large landowners of the district, but the representatives of those

families now send their children to Eton and Harrow and not to the local grammar school. Moreover, the Wyggeston Hospital Schools at Leicester have been revived, and now even the children of families who sent their children to the grammar school a few years ago go to Leicester, and the school is depleted. It seems that nothing can revive that school in its present position, but its fund might be very valuable to help those who can travel to Leicester. Would you give the county authorities power to utilise such a fund for these purposes?—Statutory power. It exists under the Endowed Schools Acts.

11,077. Then again I think you said that, with regard to very small endowments, that is, endowments under 100*l.*, the Charity Commission had done but little?—Not being grammar schools by foundation. But that school you have mentioned is one. It is a grammar school by foundation, and if it had 1*l.* a year it would be under the Endowed Schools Acts.

11,078. Then you can deal with that?—Yes, it is under a scheme.

11,079. With regard to your objection to allowing scholarships to be held in private schools. I think you said that private schools are ephemeral, here to day and gone to-morrow?—Yes, and I think I also said that sometimes it was unfortunate that they were not gone.

11,080. The same may be said of endowed schools perhaps?—No.

11,081. Your Commission receives applications for the amendment of schemes?—Yes.

11,082. They may be here at the doors of your Commission to-day and here again to-morrow?—That is to say, that there is statutory power to abolish them. Do you mean that?

11,083. No. This is what I mean: although you review the constitution and give a new scheme to a school, in a very few years you often find that the circumstances of the neighbourhood have been altered and that the scheme does not meet the requirements?—You mean not here to-day and gone to-morrow, but good to-day and bad to-morrow?

11,084. No, I mean to say they are here at your office to-day and here at your office again to-morrow, because the scheme wants amending?—That is not the sense in which I used the words. I meant existing to-day and non-existing to-morrow.

11,085. My point is this. A private school may be efficient for the day, and if it be inspected and examined and registered as an efficient school, what is the objection during the time of its efficiency to its receiving scholars who are being assisted from some charity?—The main objection is that you require such incessant supervision, and there is not the same guarantee for continuous public life. In an endowed school you not only have the character of the headmaster, but you have the character of the governing body, the character of the assistant-masters, the history and the traditions of the school, and all the rest of it. In a private school you depend entirely for the moment, or almost entirely, on the character of the principal. That is a much more difficult thing to be constantly sensible of the merit of than the condition of an endowed school.

11,086. But in the case of the scholars' parents choosing from the number of schools among which they have a choice, if the private school happens to be the one school of the district at which they most desire their children to hold the scholarship, is not that one element tending to prove the efficiency of the school?—Yes, if parents largely choose a private school in preference to public schools no doubt that is an element; but it does not to my mind outweigh the objections.

11,087. Now with regard to the mixed endowments—educational and non-educational; you pointed out the difficulty of having one governing body charged with mixed endowments and responsible to two departments. Is it not true that in very many of those cases it would not be difficult to separate the endowment into two parts, and to put each part under its own governing body?—I was in hopes I had demonstrated that it could not be done.

11,088. I can give you instances in which the endowments are of the two kinds, and yet they could be easily separated?—Pardon me, but a case in which it can be done does not help you in a case in which it cannot. That is my point. I bring you a number of cases in which it cannot be done. If you have a case in which it can be done, that does not get me any further forward.

11,089. Nor does your case get me any further forward for I have no desire to make the exceptions control legislation?—Perhaps so, but I should object to rely for my difficulty on cases in which it can, perhaps, be solved.

11,090. (*Mr. Cockburn.*) I understood that you wanted to keep primary quite distinct from Secondary Education?—I do not want to keep it distinct. I think it is in fact a distinct thing. But I do not say that Secondary Education cannot be taught in a primary school.

11,091. Who is going to conduct primary education when you have taken away school boards, as you propose to do?—I only suggest that if the locality wished it, they may have one educational authority.

11,092. For all education?—Yes.

11,093. And suppose they do not wish it under your scheme?—Then it would not be done. Under my scheme if a locality does not wish it, the school board and the educational authority would both operate, and both of them would have some primary and some Secondary Education. You see in every secondary school there must be some primary education; you must teach a gentleman's son and a gentleman's daughter reading, writing, and arithmetic, just as you must teach them to a labourer's son.

11,094. That is not what I mean. You know there are existing on the lists of the Whitehall Department thousands of schools called primary schools?—You mean public elementary schools.

11,095. Yes. They are conducted at present by the school boards?—Yes, in some places.

11,096. In places where there are school boards?—Yes, where there are school boards.

11,097. If the school board is to be abolished, or rather, if it is to be raised to the dignity of carrying on Secondary Education and the two classes of education are to be kept distinct, who is to conduct primary education hereafter?—You cannot keep them altogether distinct in schools. In every public elementary school two out of the three branches of subjects are matters of Secondary Education.

11,098. Then do I understand your answer to mean that the new educational authority for Secondary Education shall conduct primary education as well?—Only in county boroughs where the locality desires to have one authority. My only suggestion was to get rid of a multiplicity of authorities in strictly limited areas; that in any county borough in which the locality desires it you may combine into one authority the school board and the Secondary Education committee; that is all; in which case of course the combined authority would have charge both of all primary and all Secondary Education in that place.

11,099. And where they do not agree what would you do?—Then the two authorities would go on.

11,100. But you have taken away the school board?—No, I only suggest that the school board shall cease where it is the desire of the locality approved by the central authority, to combine it and the Secondary Education committee into one authority. If in a county borough, where there is a school board, it be the desire of the locality, as signified in those provisions of the Elementary Education Act that I alluded to, to combine into one the school board and the Secondary Education committee, they shall, with the approval of the central authority, have power to do so and make one body.

11,101. And where they do not, the Secondary Education committee shall be composed of half council, quarter school board, and the two eighths?—The proportions I gave.

11,102. (*Mr. Hobhouse.*) You have said something on the question of classification of schools. I do not know whether you would give us any further suggestions as to the lines that should be drawn between the schools which would be put under the local authority and those which would come only under the central authority?—I do not propose that, for the purposes of this Act, any schools shall be under the central authority which are not under the local authority.

11,103. I think your scheme was to put under the county authorities schools which had a local character, and to leave schools which had a non-local, or what we may call a national character only under the central authority?—No. Not under the central authority at all, except for the purposes of the Charitable Trusts Acts, not for the purpose of the Secondary Education Act.

11,104. As they are now?—Yes, under the Charitable Trusts Acts. All schools which were not excluded from this Bill, with the exception of Eton and Winchester, would be under the central authority, for the purposes of the Charitable Trusts Acts, and no school which is not under the Endowed Schools Acts would be under the local authority for the purposes of this intermediate education.

11,105. But I understand that there are some schools in this country which are under the Endowed Schools Act at present, and which have distinctly not a local character?—Yes. I had proposed that they should be scheduled out of this Act and the Endowed Schools Acts altogether, and only be capable of being dealt with if they voluntarily came in.

11,106. Would you schedule them by name?—Yes.

11,107. You would not lay down any definite principle as distinguishing, for instance, between day schools and boarding schools?—A day school is local, and would come within the principle I laid down. I said they should be scheduled out if they were local. It would require an inquiry into the circumstances of each school to see whether it was local; you will have to look at the trusts. A day school would be clearly local.

11,108. You would put a school like St. Paul's under the local county authority?—Yes.

11,109. One of the great difficulties in economising the resources under the Endowed Schools Acts has been that where small grammar schools have been existing, there have been strong local objections to making them into lower grade schools?—Yes.

11,110. And, consequently, we have at present a large number of rather decayed grammar schools existing, especially in small country towns, with few pupils, but which might be made much more useful by their grade and curricula being somewhat altered?—Yes. I think that is exactly the kind of matter on which the local authority would be able to make recommendations or proposals with knowledge.

11,111. And with more chance of their being carried, than is the case at present?—I think so. I do not think the local authority could do it itself with more chance of its being carried, because it is more difficult to make changes and carry them out among your neighbours, than for a central authority to carry them out. But the advantage of the local authority making the proposal would be that they would have more knowledge than the central authority of what is required; and then the central authority comes in, as being removed from local difficulties, to do it.

11,112. In Wales the power of initiative is at present vested in the joint education committee?—Yes.

11,113. That is only a temporary body?—That is only a temporary body.

11,114. When will their power cease to exist?—When the provisions of the Welsh Intermediate Act cease to be embodied in the Expiring Laws Continuance Act of the session.

11,115. You cannot give us any idea when their powers will as a matter of fact come to an end?—No. The Treasury every year applies to the Charity Commission as it does to every Government department which is concerned in the Expiring Laws Continuance Act, and inquires whether they have any suggestion to make as to the continuance of the Welsh Intermediate Education Act in the Expiring Laws Continuance Act, and what has hitherto been the view of the Commissioners, and what has hitherto been their answer to that inquiry is this: If there are more endowments requiring to be dealt with in Wales we must continue the joint education committees; and there are more endowments besides those included in the main county schemes, therefore we must ask the Treasury and Parliament to continue the Welsh Act in the Expiring Laws Continuance Act; and I have reason to believe that the Act will be continued in the Expiring Laws Continuance Act of this session.

11,116. And they are likely to go on by the side of the new county governing bodies for some time?—Yes. I suppose so.

11,117. What did you mean by saying that the proposals of the Secondary Education Bill went too far in dealing with certain endowments?—I thought, speaking from memory that there was nothing to prevent that part of the Bill which dealt with endowments from dealing with Eton and Winchester.

11,118. You merely mean that there were certain schools which ought to be excepted?—Yes, that is the main thing I meant.

11,119. Could you give us a list at some future time of the non-local educational endowments?—No I am afraid I could not do that without a great deal of inquiry.

11,120. Would you tell us what advantages the private schools would get from their being registered as you propose, besides being allowed to enter their scholars for county scholarships?—I do not propose that they should have any other advantages but those of recognition, which I believe private schoolmasters very often greatly desire. The gain of a scholarship by a boy from a private school would no doubt be a *cachet* to the school, and the fact that he was allowed to compete would be something to which the private schoolmaster could appeal.

11,121. You would not allow the private schools to receive any aid from any public funds?—No.

11,122. Not even after inspection?—No, I should not.

11,123. (*Mr. Jebb.*) On the provincial authorities you propose that there should be a representation of schools. Do you mean only secondary schools in that province, or do you contemplate elementary schools being represented through elementary teachers also?—Only the secondary schools recognised under the Act in that province.

11,124. You also propose representation of the Universities and similar institutions. Would you include the representation of the University Colleges?—Yes.

11,125. (*Lady Frederick Cavendish.*) Do you mean that elementary as well as secondary teachers should be represented on provincial authorities?—No, I limit it to secondary schools under the Act and in the province.

(*Sir Henry Roscoe.*) We are very much obliged to you for your evidence.

The witness withdrew.

Adjourned to to-morrow morning at 11 o'clock.

TWENTY-EIGHTH DAY.

At Westminster Hall, August 1st, 1894.

PRESENT :

THE RIGHT HON. JAMES BRYCE, M.P., IN THE CHAIR.

Mr. RICHARD C. JEBB, M.P.
Mr. RICHARD WORMELL, D.Sc.
Mr. HENRY HOBHOUSE, M.A., M.P.
Mr. M. E. SADLER, M.A.
Mr. GEORGE J. COCKBURN.
Mr. CHARLES FENWICK, M.P.
The Lady FREDERICK CAVENDISH.
Mrs. BRYANT, D.Sc.

The Hon. WILLIAM N. BRUCE, *Secretary*

P. A. BARNETT, Esq., M.A., called in and examined.

11,126. (*Chairman.*) You are one of Her Majesty's Inspectors of Schools?—Yes, and Assistant Inspector of Training Colleges.

11,127. I think you have been principal of a training college?—Yes, I was for four years Principal of the Borough Road Training College at Isleworth.

11,128. You have been a member of the Sheffield School Board?—Yes, I was for three years a member.

11,129. And you were also for some time Vice-Chairman of the Council of the Teachers' Guild?—Yes.

ESSENTIAL ELEMENTS OF PREPARATION FOR TEACHING.

11,130. What do you conceive to be the essential elements in the preparation of a teacher for the work of teaching?—Of course a good teacher ought to start with a considerable foundation in the way of personal character, but his preparation, in my view, should be in the first place a very liberal general education and then a very careful training in the theory, history, and practice of his profession.

11,131. You are speaking now specifically of a teacher in a secondary school?—I apprehend that the teachers in primary or secondary schools stand on much the same footing. The preparation that is good for one class is good for the other and equally indispensable.

11,132. When you say a good general liberal education you say that having regard to the amount of time which the circumstances of the intending teacher would enable him so spend at school or in the university?—Yes, of course that must always be determined by circumstances.

11,133. We did not suppose you to mean that it was essential that an elementary teacher should have had a university course?—I do not think it essential that a secondary teacher should have had a university course. I think a man can teach without that, but both a primary and a secondary teacher seem to me, if they are to be very good teachers, equally to require what is understood by a liberal training.

11,134. Therefore, you would say that the ideal towards the attainment of which you look is that a constantly increasing proportion of teachers in elementary schools should receive what is called a university education, whether at a university or some equivalent institution?—Certainly.

11,135. How much time do you think it would be necessary to spend in special preparation for the work of education assuming a good general education to have been received in the first instance?—I think two years would do it well, and one year would do it fairly well.

11,136. What would such a course of special instruction include?—Some hearing of lectures and reading on the history of education and the theory of teaching, the last dealing particularly with the chief subjects which are understood by school education, and partly also practice in a school under criticism of somebody able to direct the work of the teacher.

11,137. Please give us what you consider to be the necessary theoretical or scientific part of the preparation, and then give us what you consider is necessary in the way of practice?—It is difficult to exactly limit the amount which a teacher may be supposed to indispensably require in the way of a knowledge of history and theory, but he should have some knowledge of it and some knowledge, of course, of logic and psychology.

11,138. Would you put the history of education and the scientific theory of education on the same level as essential elements in such a preparation?—I think perhaps that psychology has the first claim on a teacher's attention; but I find it hard to say which is really the more important. Neither of those seem to be so important as the practice.

11,139. You have not quite yet given me what you conceive to be the course of theoretical instruction. So come down to details and tell me what courses of lectures you think a man preparing to be a teacher ought to listen to?—He ought to hear lectures on the history of education to begin with: the history of the development of theories, and then he ought to hear lectures on what is strictly called school method and management: that is to say, what are the best ways of dealing with particular subjects, and such things as discipline and school organisation: what, as a matter of fact, the education department calls school management.

11,140. Can you give us more in detail what you would conceive to be the proper courses, especially referring to what you said a moment ago about psychology?—No, I should say that, both in regard to the history of education and psychology, the amount of work that a man or woman would do should be determined by the amount of time available because you can deal with both subjects in greater or less detail.

11,141. I was asking you with regard to what you would consider to be the fair average complete course?—I think it is impossible to define it.

11,142. We have had witnesses who did define it?—After some experience of teachers I should hesitate to say what I think is even the indispensable minimum.

11,143. Then you come to the practical training. Have you anything further to say as to what the practical training should include?—I think that a teacher should have seen teaching and should himself have taught under criticism of a person competent to direct him and criticise him.

11,144. Ought the theoretical teaching and the practical training to go on at the same time or ought there to be a theoretical course before the practical training has begun?—I think it is best when they go on concurrently.

11,145. Do you conceive that there ought to be anything in the nature of an examination in the theory and practice of teaching, or a diploma granted as evidence of competence?—Yes, I have no doubt that that is indispensable. You ought to have some means of judging of a man's theoretical grasp of his subject, and you ought to have some certificate that he is proficient in class management.

11,146. Who would conduct such examination or grant such diploma?—I should prefer its being done by some university authority or under the auspices of some central body organised for that purpose by the Government or any other like authority.

11,147. Of those two methods would you prefer the former or the latter?—I think I should prefer the latter because I presume it would be

more easy in constituting a body of that sort to include teachers as part of the body, and it seems to me that in all matters that deal with the training of teachers, those who are practically acquainted with the art ought to have a very considerable part.

11,148. You do not think that the universities, although they are teaching-bodies and contain a large number of people who are engaged in teaching, would be teachers in the sense in which you now use the term?—No, I do not think they are competent for the work unless they have as assessors persons who have had experience in this particular kind of work.

11,149. That is to say, work in teaching in schools as distinguished from universities?—Quite so.

11,150. We had a very able and distinguished witness a few days ago who gave it as his opinion that the element of personal character and intellectual power in a teacher was so incomparably more important than any training, whether theoretical or practical, could be, that the value of the latter was really very slight. Have you any observations to offer upon that view?—I quite agree that there can be no more important element in all those things that go to make up the competency of a teacher than personal character, but the same may be said, I suppose, in most lines of life.

IMPORTANCE OF SPECIAL TRAINING.

11,151. Of course there can be no question of its importance, but the view of this witness was that it was of such paramount and over-mastering importance that any special preparation that could be given to a teacher was quite trivial in comparison and scarcely worth regarding?—Then I do not in the least agree with that, and so far as my observation goes that sentiment proceeds almost entirely from persons who have had no practical experience of the training of teachers.

11,152. That view, it is fair to say, was given primarily with reference to, and from experience of, schools preparing for universities. Would you think there was any difference in that respect between a teacher in what is called a first grade school sending pupils to the universities and teachers in other secondary schools?—No, I think in both cases the statement is not correct.

11,153. Will you please give your arguments in support of that view?—In the first place, if I may say it, I myself am a convert. I started myself with the idea that personal character was so much the most important that other things mattered little; but having to deal with a great number of students of all kinds in training, I found this, that the very good men, men who would be good teachers under any circumstances, were saved a very great deal by the training they got; they did not make the same number of mistakes, nor was it necessary for them to make the same number of experiments as if they had had no training. I found that the men who were of only moderate character and moderate attainments were made good teachers where they might have been indifferent teachers, and I think I can assert that the least satisfactory of the students that I have had to deal with have been made into passable teachers by the training that they have had.

11,154. Does this conclusion rest upon an observation of teachers in primary or in average secondary schools, or does it also include those in the so-called first grade schools?—Of course I have seen teachers in one way and another in all grades of schools.

11,155. Are we to take your conclusion as applying equally to teachers in all grades?—Without any qualification? Certainly.

11,156. Would you give us some practical illustrations of the kinds of mistakes into which teachers fall without training, from which training would preserve them? And I ought to say, that the more you can make this matter practical the better, because it is an important conflict of opinion in which we should be glad of any definite concrete illustrations which will help us?—There is one thing that occurs to me at

once, that is the bad teaching of reading that one very often comes across. A properly trained teacher is shown how to produce sounds, how to manage the voice, and how to make the speaking as clear as possible with the least effort. An untrained teacher, or a teacher imperfectly trained, has to learn all that. I myself, for instance, had to learn it by experiment, and had to get over the greatest difficulties and disappointments, and I think that that is the experience of most of us that have seen schools of any sort. In the teaching of arithmetic again, it is very obvious that one method of work may be more cumbersome and even illogical than another, or that processes may be made to appear to the child as some sort of conjuring, but the trained teacher goes carefully through every step and shows how one depends upon the other, and how they all depend upon the nature and relation of numbers.

11,157. You do not think that a really intelligent man will do that without special training; that his own intelligence, aided by a little experience, would lead him to that?—I have known intelligent men who have done it, but I have known very many more who have not.

11,158. Can you give us any similar illustration drawn from the teaching of languages or mathematics?—It is a little difficult to do that, but I opine that the principle is much the same. In the teaching of languages, of course, nowadays, there are various plans called "systems," claiming exclusive attention. A trained teacher would have had all this set before him, and he would be made to understand that the right way was not necessarily the traditional way. Even if he had been brought up on a method which could not be shown to be the best, he would have had suggested to him the possibility of discovering a scientific way of doing the work to which he addressed himself. Indeed, if I may add this, training is not so valuable for what it actually does in the way of teaching distinct and detailed methods, as in the suggestion that it makes to the teacher and always keeps before him, that by making experiments he may hit upon some device which will save trouble to himself and his children, and enable the work which he sets himself to be done more efficiently.

11,159. Clearly in order to give that kind of suggestion to the teacher, you want the training, whether theoretical or practical, to be in the hands of an exceedingly ingenious and suggestive man, do not you. The average man would not be capable of giving that stimulus to ingenuity which you suggest?—Perhaps the average man could not, but if it were suggested to him that that task lay before him, he himself would take the part of critic and would work at it, and the mere fact that a student was under criticism would make a very great difference to the kind of way in which he did his work, even if his directors were not the most intelligent.

11,160. You would not be afraid that that sort of thing would be apt to degenerate into a set of mere mechanical precepts?—I think that is a characteristic defect of course. It might do that, and as a matter of fact it has in a good many cases come to that in the existing training colleges, but the absence of criticism and work under criticism seems to me to be very much more serious even than the acquiring of a wooden method; for this reason if for no other—teachers who work without training have a method, though they may not know it. They have habits which may be good but are more often bad.

11,161. Or would you put it in this way? A man who would be mechanical under the system you have described would probably be as mechanical anyhow, only without the advantage of having had certain precepts which able theorists have suggested and which experience has approved?—Yes, undoubtedly.

11,162. So that undoubtedly on the whole the balance would not be one of loss?—By no means.

11,163. Can you illustrate any mistakes in discipline or moral training which are likely to be made by an untrained teacher and which a special preparation would tend to make less likely?—Perhaps you will allow me to illustrate that from a very recent experience. I have been examining a

certain college which exists for the training of secondary women teachers, and I asked a question something like this: Is it wrong, and if it is wrong, why is it wrong, to allow a child to call a thing that hurts it, naughty. That is a very common mistake. From all those girls I got what seems to me to be the right answer. They had evidently been taught why it was injudicious, why it was even wrong, and what place the correction of that error bore in the development of a child's moral character.

11,164. Take another point. You know there has been a good deal of debate over the question of whether children should be governed and controlled upon a system of rewards or upon a system of punishments; or rather, to put it more exactly, what is the proportion which the application of reward and the application of punishment ought to bear in moral training. Do you think that that is a point upon which theory and special preparation might enlighten the mind of the average teacher?—I have not only no doubt, but to refer to my own experience, I remember setting that very question as the subject of an essay to be discussed by the students in a training college for elementary teachers, and it was discussed with very great advantage—advantage which I myself shared.

11,165. Do you think that untrained teachers are likely to fall into mistakes on that point?—Yes.

11,166. What kind of mistakes?—With regard to the distribution of rewards and punishments, I think they would most probably distribute their punishments too freely. That is my personal experience.

11,167. Have you ever known them distribute their rewards too freely?—I must admit that that also I have known. Then, if I may add to those remarks this, I take it that most of the teachers trained under our present elementary system, defective as it is, are able to face and control more or less effectually a very large class of unruly children. For instance, I have seen a young pupil teacher face to face with an unconscionably large class of 100, a disgracefully large number, of course, but that teacher was able to manage those children perfectly well, because he had been habituated to it, and shown how to do it with the least friction possible. I conceive that if you had put an untrained teacher in front of those 100 children, the failure would have been striking. In fact it is a kind of task that I myself should not have liked to face.

11,168. (*Lady Frederick Cavendish.*) Can you tell me how any rules of training can really enable you to manage a large class of unruly children? Perhaps it is impossible to lay down any hard and fast rule other than general precepts, but if a teacher is put over a large class and the dealings of that teacher are watched by somebody capable of giving advice, I conceive that it is quite possible for the director and critic to give such hints as will help towards the maintenance of discipline.

11,169. Only, I suppose, where the teacher has got some capacity in him of keeping discipline. It cannot be put into him?—I think an ordinary intelligent person might be taught how to control a large and unruly class, providing of course that they were physically capable.

11,170. (*Chairman.*) Have you any other observations to offer upon this general question of what the special training of teachers ought to be?—No. I do not think I have anything that occurs to me at this moment to offer you.

11,171. (*Mr. Hobhouse.*) I suppose you would consider that the art of managing large classes, and so on, is not so necessary for teachers in secondary schools as teachers in elementary schools: the classes are not so large or so unruly?—That is very true, but I have seen some comparatively small classes in secondary schools extremely unruly, where I have felt that a little training, and perhaps, if I am add it, experience, would have helped the teachers very considerably.

11,172. In fact your opinion is that training of this kind is quite as necessary for the teachers in secondary schools of every class as well as the highest?—I have no doubt about it. To be sure, the higher you get

the less necessary it is, because you find amongst English schoolboys a roughish code of honour which will prevent them mostly from making the grossest mistakes which as you get farther down you are more likely to meet. I say that with the full knowledge that there have been such things as gross breaches of discipline and general breaches of discipline in schools of the highest class.

11,173. And you think that method of teaching, apart from the power of keeping discipline, is just as important for secondary school teachers to learn as elementary?—I have not the faintest doubt about it.

11,173*a*. Do you think they require quite as long a training?—No, not as things are at present, because the elementary teacher, as we know, has at present to make up a great deal of lost time by reason of the lack of liberal education.

11,174. They spend a large portion of the time at the training colleges in acquiring knowledge?—They do so spend a very large proportion of time.

11,175. Therefore, I suppose, you would think that in the case of a university man who had got a good degree it would not be necessary for him to give up more than, say a year, to learning the best methods of teaching?—I should prefer two years myself, because obviously you can get more into it, and he would gain a larger experience. But, I think, one year would make an enormous difference, and indeed would save a man from making very bad mistakes. It is, as I think I have said, not so much what he would learn in the way of actual detailed method as learn the way to acquire method for himself.

11,177. (*Dr. Wormell.*) With regard to the three points of theory that you have mentioned, the history of education, school management, and psychology, do you think the study of the history is as important as the study of the other two subjects?—I should say yes, because the history teaches you the mistakes that have been made and also how to avoid them.

11,178. Do you know that, as a matter of fact, when teachers have voluntarily submitted to lectures in the three courses, the lectures on the history have proved less attractive as being on the whole less directly useful after a time?—I did not know it and I am little surprised to hear it, because I should have thought they were very interesting.

11,179. I suppose in watching the students under training who have passed before you, you have almost invariably recognised increase of power of teaching in consequence of the training?—Not invariably, but I think it would be true to say almost invariably.

11,180. And you think that would be the same if the training is carried higher up in the scale?—I have no doubt of it.

11,181. With regard to the defects the training cures, you mentioned the matter of governing a large number of children. Does not that arise from the fact that training shows how to detect signs of inattention in the individual before the inattention spreads, and how to apply the cure in the case of the individual?—I think that is very true and a most important consideration.

11,182. An untrained teacher with a class of 30 knows when the whole class has become disorderly without knowing how it began?—And how to stop it. Yes, I quite agree with you.

11,183. I will read an objection to the training of teachers for the higher schools, as I have had it put into my hands. "Intending teachers," says my correspondent, "cannot afford to pay money and time for a benefit "which, though it has some value, still has far less value than the in-"trinsic merits of the man himself." That is the objection very nearly which the Chairman has put to you. But the objection is that the money and time cannot be found by men who have to teach in the higher schools. What do you think of that?—I do regard that as a serious objection; but, on the other hand, recalling one's experience of men

who have drifted into Secondary Education, I think I can remember a very large number who have spent an unprofitable year in "hanging about," and if it were clear that their services would be required at the end of apprenticeship and a career were open to them, I conceive that there would be no hesitation in their undertaking seriously that extra year of practice.

11,184. The other objection I have is that you could not induce the best men to take up training, that is to say, to become heads of training colleges and teachers in training colleges. The objection is put thus: "Really good teachers who can do all parts of their work well and take "an interest in it, are never likely to give it up for the sake of training." Do you think that is any objection?—I do not think that is a serious objection at all because my own experience is quite contrary to that. In some of the colleges that I know well there are men of the very highest calibre at work; men whose academical qualifications are very high and whose personal qualifications would have secured them eminence in any other line of work. Of that I have no manner of doubt, and I may say that the tendency of the times shows that that is more and more likely to be the case. I note in the elementary training colleges a very remarkable increase in the high qualifications of the teachers who are there employed.

11,185. (*Mr. Sadler.*) There has been, has there not, lately a good deal of successful experience in new methods of teaching modern languages?—There have been methods that have been very much talked about. Whether in themselves those methods are better than all the traditional methods that have been employed I cannot say; I have my doubts sometimes. But the value of all that kind of work and discussion lies in the fact that experiments are being made and teachers are being made familiar with the fact that improvements are possible.

11,186. And the same applies to methods of teaching art?—I do not doubt it for a minute.

11,187. And especially to the teaching of young children?—I should say so emphatically.

11,188. Then am I right in thinking that one of the great advantages of a system of organised training would be to bring the rising generation of teachers under the influence and inspiration of the few people who at any one time in the country are really thinking and originative about methods of instruction?—Undoubtedly.

11,189. With regard to the actual syllabus of a course of instruction in training at the universities I imagine you would like to see the pupils taken through such a course of instruction as Mr. Quick gave in his "Educational Reformers"?—I cannot recall any specific scheme; but such a course must be extremely useful.

11,190. On the ground that a man is less likely to be under bondage to mere tradition in education if he understands what was the historical origin and justification of any particular method of teaching?—Certainly.

11,191. Then in addition to that would not you like to see the teachers given some idea of the present educational condition and methods of their own country?—A proper training would certainly give them that.

11,192. With, to some extent, the comparative study of similar things in other countries?—Yes.

11,193. Is it not the case that one of the great difficulties at present is the social separation between different grades of schools?—I think that is a very serious fact.

11,194. You have noticed, for instance, that university graduates going into the secondary schools are ignorant of, and, therefore, often prejudiced against, the grade of primary schools?—That is very true; but I do not think such a sentiment is peculiar to our own country.

11,195. But so far as it goes, that kind of exclusiveness and ignorance would tend to be removed by study of the various methods of education during the period of training?—Yes.

11,196. Speaking from your experience of Oxford, do I understand that you would like this training at the university to be taken after a man has proceeded to his degree?—I should prefer it so, though it might be possible to give him a good part of it during his last year.

11,197. But a man who was reading for a high class in honours would hardly have time?—True; he would hardly have time.

11,198. (*Chairman.*) I understood that your view was that a man should take this training after he had taken his degree?—Yes; I think it would be preferable on the grounds which have been mentioned.

11,199. (*Mr. Sadler.*) Would you have the practising school attached to the university?—I should have practising *schools*. I should be sorry to see a very large number of men all gathered in the same school. I think it is very much better that schools should be, so to speak, interchanged, and in the colleges now existing it is a very common thing for students to be sent from one school to another for purposes of observation. To suggest that there should be at the university only one practising school would very seriously limit the ground that you could cover, and I conceive that it would be necessary to make as many secondary schools as possible in all parts of the country schools for practice.

11,200. From your own experience of men who have just taken their degrees, you would like to see the colleges continue their scholarships in order to enable men to go through a course of training?—Yes.

11,201. And you would like to have the whole system under the control of a mixed delegacy of resident graduates and outsiders?—Speaking now solely of the university?

11,202. Yes.—I think that would be an admirable plan, always provided that the outsiders were teachers or largely teachers.

11,203. Do you think that if a university graduate had gone through a philosophical training, for instance, in *literae humaniores*, he would require the psychological training which we often hear of as a necessary part of teachers' training?—No, certainly not.

11,204. Primary teachers, as they come to the universities at present, come with more practical experience than literary culture?—Yes.

11,205. A graduate proposing to be trained would come equipped with more literary culture than practical experience?—Yes.

11,206. As a question of organisation, how far do you think the training of those two classes of teachers could be made really concurrent. Would not stress have to be laid for each class on different sides of their training?—Undoubtedly.

11,207. Still you think that the two things might be conducted under one body and, speaking roughly, as a whole?—I have the advantage in answering that question, although, perhaps, it is not a very great one, of having just inspected the Oxford University Day Training College. The university has now a department of that sort. To speak quite frankly I cannot say that I am altogether satisfied with the result of the experiment there as yet.

11,208. (*Mr. Cockburn.*) How many students have they?—I think about eight or nine.

11,209. (*Chairman.*) But it has only been established a very short time?—Yes; in fact I think this is the second year. The comparative failure is partly the result of the ignorance of the university authorities as to what is necessary for the training of a teacher; but they make such characteristic mistakes in dealing with primary teachers as they would in dealing with secondary teachers.

11,210. Are those whom you have examined in this college university graduates or not?—Some of them are reading for university degrees, but not all. They are not graduates yet.

11,211. But some of them are members of the university?—I think they are all members of the university.

11,212. (*Mr. Sadler.*) I do not quite see how that bears on the question which you were about to answer?—Having regard to the fact that the men and women teachers from whom at present you draw your supplies for the elementary schools start with such great defect in the way of lack of liberal education, it would be impossible, as it seems to me, to treat them and those whom you propose to train for secondary schools in the same way as things are now.

11,213. At present a primary teacher going up to the University Day Training College is going concurrently through two courses of instruction under two separate authorities: he is preparing for his degree in the university, and passes for that the necessary examinations, and he is also undergoing a course of instruction under the Education Department?—Yes, I think that is generally so.

11,214. So that at present what is happening is exactly what you deprecate, namely, the attempt to give special training at the same time as literary culture?—Yes.

11,215. So you look forward to separating those and giving your primary teacher first of all his literary culture, and letting that be followed by the special training?—Yes.

11,216. (*Mr. Cockburn.*) In your opinion, is the kind of pupil to be met with in the secondary school likely to tax the resources of the skilled teacher quite as much as the pupil in the elementary school?—No; I should say not, because the habits of the street are very much more likely to cause trouble in an elementary than in a secondary school; and moreover the children who would come to the secondary schools of the type of which I presume we are speaking, would come from homes where the habits of obedience were, perhaps, a little better understood.

11,217. Then does not your experience run in the direction that it is easier to obtain subordination and good discipline by a secondary teacher in the class of children he has to deal with than it would be if those children come from a different stratum of society?—I should think that is true, but I am by no means quite certain.

11,218. With regard to these three items that you have put under the head of qualifications, do you mean that a teacher should possess the whole three?—Yes.

11,219. And you would not regard, therefore, a degree such as the degree of London University, which is simply an examining university, as a qualification for a good teacher standing alone?—Not standing alone, by any manner of means.

11,220. Then you regard these three qualifications, bracketted together, as being indispensable?—Quite.

11,221. In your opinion, how is the expense of obtaining these three very important qualifications to be borne? Is it to be borne by the student or by the State?—I should presume that there would be a considerable number of persons prepared to bear it themselves. Social conditions, I think, make that perfectly certain. If there were any deficiency in the supply, I presume that the State might reasonably be asked to step in in some form or other.

11,222. Would it not be quite as incumbent on the State to make some provision for the secondary teachers' training as it now does very largely for the primary teachers' training?—I should be inclined to say yes.

11,223. (*Mrs. Bryant.*) With reference to that question, would you think that a provision of proper buildings for training colleges and the liberal supply of training colleges would be sufficient, allowing a large number of

students to pay their own expenses?—I do not think there need be any very large expenditure in the way of buildings. I do not suggest for a moment that you proceed in the same way as has been the case with the elementary training colleges, where buildings, maintenance, and everything have had to be provided for a very large number who could be brought into the profession in any way.

11,224. But surely some buildings would be required?—Yes.

11,225. And that does create a considerable difficulty at present. It has in the case of the existing training colleges for secondary teachers?—Yes; I quite agree with you.

11,226. What is your opinion of the system of training which has been proposed by some of the headmasters in the nature of apprenticeship in one of the great schools?—I think very highly of it.

11,227. To which of the two sides of training do you attach most importance: the study of the sciences at the base of the subject which lead to a proper understanding of educational problems, or the practical training in methods of instructions and discipline? To the absence of which of those two do you think most evil attaches afterwards?—To the absence of the latter. I think the practice under criticism is of much the greater importance.

11,228. Do you not think that a man is much more likely to acquire that by experience? It is true it would be experience at the expense of his pupils; but still, do you not think he would be more likely to acquire that than to acquire that insight into the problems which do depend upon a knowledge of psychology?—Let me answer that from my experience. I think the worst teacher I ever knew was the best psychologist that I have met in the course of my experience in the training of teachers, and the best teacher I know knows no psychology. I know how little that proves, but as a matter of fact my general experience shows me that it is the practice that makes the greater difference. I mean always practice under criticism.

11,229. In reference to the advantages which you pointed out just now in reply to Mr. Sadler's question, do you think the system of training by apprenticeship in a great school would have the advantage of bringing the mind of the young teacher into touch with all the thought of the country on the subject? He would only be brought into touch with that particular school?—I do not think that is necessary by any manner of means if in the first place he is sent about observing what is done elsewhere as ought to be the case, and if his course of reading is so directed that he must take those things into consideration.

11,230. Therefore you would add that to the system?—Yes.

11,231. A certain amount of travelling about?—And observation. There need not be a very considerable amount of travelling about.

11,232. And a very careful course of reading?—Yes.

11,233. (*Lady Frederick Cavendish.*) You consider that the schools would suffer under the untrained teacher however good and capable he was to start with, simply on account of his want of training, during the first months of his work?—I do not doubt it. Reverting to my experience as a teacher extending over fourteen or fifteen years of teaching life, I am quite conscious that towards the end I was a very much better teacher, because I had learnt to criticise myself and to work out methods. But I am equally conscious that a good deal of my teaching in the earlier part of my work was inefficient because I had not been put upon the track, so to speak, of method.

11,234. But that being so, do not the practising schools suffer a good deal under all these raw hands that practice upon them?—Do you mean that the children would suffer?

11,235. Yes.—No. With regard to elementary schools, I think it is proved that in the practising schools there is always a very great increase

in the general intelligence of the children. It may happen—and head-masters have said this to me—that in such things as could be tested by averages, and tested in the somewhat cumbersome and unpractical way in which we inspectors of schools test them, the children show a falling-of. But I have never known a case in which the children of a practising school have not been commended for their general intelligence. That arises from the fact that students in training, however dull they are, to take a metaphor from rowing, put their backs into the work and do their best.

11,236. (*Chairman.*) May it not arise from this, that the master of the practising school is *ex hypothesi* so well-trained and competent a teacher that he is capable of criticising the work of the students who are doing their work under his eye?—I am grieved to say that that is not always the case.

11,237. Then it comes to this, that teachers are sent to practising schools whose masters are not competent to criticise them?—They are not in training colleges under the criticism merely of that master, and I think I have urged that it is practice *under criticism* which is the important part, though the criticism may not necessarily be the most intelligent possible.

11,238. But surely the value of the criticism to the teacher who is employed in practicing depends upon the competence of the person under whose eye he practices?—The degree of its value very largely, no doubt, does so depend, but the important thing is, as I say, that the man knows he is being watched, and he is made to do his best, and to hunt up reasons for doing what he does do.

11,239. So that in other words, even unintelligent criticism is better than no criticism at all?—I have no doubt about it.

11,240. But does it not appear to you to be an unsatisfactory state of things when a man is set to practice before an unintelligent critic?—I think it is most unfortunate, and wherever in the discharge of my official duties I find it I endeavour to modify such conditions. But it still remains that there is a considerable balance of advantage.

11,241. (*Mr. Cockburn.*) Is it not a fact that all practising schools are adequately staffed with a permanent staff which is a thoroughly good one independently of those "raw hands" as they have been described?—There again, I am grieved to say that is not always the case. I must frankly admit that in theory such schools are properly staffed, and it is part of the business of inspectors of training colleges to satisfy themselves upon that particular. In most cases I will admit that the staff is satisfactory, but in some cases it is not.

11,242. (*Dr. Wormell.*) Independently of the students under training?—Yes.

11,243. But the fact that the school is used as a practising school makes no difference in the Government requirements as regards the staff, does it?—It does not certainly, in my interpretation of them, and I do not suppose it does in the interpretation of others.

11,244. But, practically, would the Department allow a school used for practice to be less efficiently or inadequately staffed than one that was not so used?—No; but on the other hand the staff required in a school which is used for practice ought to be somewhat larger than in a school which is not so used. Unfortunately the departmental minimum of requirement in an ordinary elementary school is sadly low.

11,245. (*Mr. Cockburn.*) But it is never acted upon by anybody?—I am sorry to say that I cannot entirely agree with that. I am afraid I have found that it has frequently been acted upon.

11,246. Have you found one case in 500 in England?—I should be very sorry to tie myself down to such particulars, but I fear I could show you such schools in London.

11,247. (*Lady Frederick Cavendish.*) Is it not of the greatest possible importance that the practising schools should be first-rate of their sort; and

is there not power to insist upon it?—It is of the very greatest consequence and there is such power, and it is when discovery is made that the staff is not of the best possible kind that such facts are brought to the notice of the authorities, and an endeavour is made to improve.

CLASS OF PERSONS AVAILABLE AS TEACHERS IN SECONDARY SCHOOLS.

11,248. (*Chairman.*) Now will you give us the result of your observations as to the classes of persons available as teachers in secondary schools, and the previous careers of persons whom you find entering secondary schools as teachers?—I presume that I have not very much special information upon that point. The secondary schools as I know them are supplied mostly from men from Oxford and Cambridge who have not got very high degrees, and from those who have graduated at London, more or less privately. Those are the ordinary graduates whom I have spoken of, and who for the most part have had no training or experience at all. These men have to begin at the beginning, and to pick up what they can by themselves, in most cases not being even helped by their headmaster.

11,249. But they have had the advantage of course of having received a good general liberal education?—Mostly, and that is a very great advantage indeed.

11,250. And their minds have been enlarged and liberalised by the university life?—Yes.

11,251. Especially if they have lived at a teaching university?—Yes. I think you must make considerable distinction between those who have been at a resident university and those who have merely got their degrees by working privately and passing an examination.

11,252. The difference, so far as influence goes, and as respects what has been called the stimulus to thinking, would be very great between those who have resided at a teaching university and those who have merely studied and passed an examination?—It is, perhaps, easy to exaggerate that. I think the important thing is to have had the elements of what is called a liberal education—Latin, Greek, Mathematics, and so on.

11,253. Would it mot make a difference where and under what conditions he had received those elements?—It would make a great difference in a man's personal bearing for the most part.

11,254. Would it not make a difference in what may be called his general intellectual tone and the width of his horizon?—I am not prepared to admit that necessarily. I wish I could admit it, but I do not think that the Oxford and Cambridge Universities have so great an advantage as that.

11,255. I did not refer merely to Oxford and Cambridge. I said "Teaching University"?—In the case of a teaching university, of course, you have the very great advantage that a man has "sat under" a teacher.

11,256. Then a man has received the stimulus of what is presumably a powerful and highly trained mind teaching the subject?—That is very important, because he has at all events heard somebody else teach many of the things that he himself will have to teach.

11,257. Does not that make a difference to what may be called the general activity, variety, and ingenuity of his mind?—A very great deal of difference indeed. I quite agree with you. I misunderstood you before.

11,258. I suppose among the teachers in secondary schools there are a good many who have been trained elementary teachers having passed through training colleges?—Yes, and if I may say so, they are amongst the most successful teachers in secondary schools. In one case, which I have in my mind, a gentleman was most conspicuously successful in comparison with all his colleagues in a certain piece of work (as a matter of fact the teaching of a foreign language) where it was carefully and systematically tested. He was far and away better than any of them. I do not say that that was entirely because he was a trained elementary teacher, but it happened that he was, and I think myself that it was very largely in consequence of his having learnt something of method.

11,259. Is not one instance rather narrow to base an induction upon?—Yes, but I know more than one case where the experiment has been extremely successful, and I think I may draw an illustration from other countries. In cases where I have known trained elementary teachers to be sent out from this country they have succeeded very much better than the man who has gone out with the mere university diploma.

11,260. There are two possible causes to which it may be suggested that what you mention is due, the one the presence of special training which the teacher has received, the other the fact that having been chosen for a secondary school instead of suffered to remain in an elementary school, he is presumably a man of superior natural force and energy?—I do not deny that there is a great deal of importance in that.

11,261. What relative importance do you attach to each of those two causes?—Again, I think that personal character, personal energy, and force, are more important than training. I quite admit that. But the men that I have known sent abroad are in most cases average men.

11,262. Your ideal then would, I suppose, be that the teacher of the future, if we may so call him, should unite the two elements of special training which the teacher from the training college now has, and the elements of a wider liberal education which the graduate of a university now has?—Yes, that is my view.

11,263. And you would consider that the teacher who possessed one of those elements only, without the other, would be much less satisfactory?—I have not the least doubt of it. If I may call your attention to it, I have said in my précis that the trained elementary teachers are too few in number at present, if the elementary schools *were quite adequately staffed*. I do not say staffed up to the minimum of the requirements of the existing code, because it is perfectly true that they are in a great majority of cases staffed above the minimum; though again in a large number of cases they are staffed just up to the minimum.

11,264. Is it your view that the best method of providing trained teachers for secondary schools may be to have a distinct system for the preparation of secondary school teachers, or would you so enlarge and modify any such existing institutions including the universities as to make the preparation of all teachers as well elementary as secondary part of the same system?—The latter is undoubtedly my view.

11,265. What do you consider the best means of creating a system which would give us the best supply of teachers for secondary schools?—If you are referring to what I should call an ideal system, then, in the first place, you would draw upon the supply available now in the teaching universities or universities generally. You ought to be able to secure a large number of men to whom other professions are not open, and who would willingly for the salaries that are offered in the schools, presuming that they were no less than those offered in the public elementary schools now, enter that profession.

11,266. Is it within your knowledge that an increasing number, even if still a small number, of teachers of elementary schools are graduates of teaching universities?—Yes, that is most emphatically the case. There is a gradual increase. It is not quite so considerable as it would be if the Education Department made the entrance into the profession easier than it is. I think there are unreasonable exclusions, but I think an increasing number of graduates would willingly serve even in elementary schools after getting their degrees.

11,267. (*Mr. Cockburn.*) The unreasonable exclusion is, I suppose, having to serve two years before they can become certificated teachers. Is that it?—No, not so much that as the Queen's Scholarships being made the chief portal.

11,268. Do you mean that if a man has taken his degree at Oxford he must then begin with the scholarship again?—No, he need not do that. That is true.

11,269. Then where does the unreasonable exclusion come in, except that he must have the two years' service before he can become a teacher?—I think the Queen's Scholarships might be given on other examinations of equal difficulty with the Queen's Scholarship Examinations, and that would bring in a great number of those persons who might not proceed to their degrees who would have a liberal education.

11,270. The Chairman asked you is it not the fact that graduates are coming more and more into elementary schools, and you said that it would be so but for the unreasonable exclusions of the department. I want to know what they are?—I ought not to have put it like that. I was thinking more of the Queen's Scholarships.

11,271. But that does not affect graduates?—No, I quite admit that.

11,272. (*Dr. Wormell.*) I suppose you think that the few who do get into the profession are treated as exceptions, and there is a discouragement at present in consequence of that. Is that it?—No, I do not think that is seriously the case. I think they get their parchment, as it is called, in the same way.

11,273. (*Mr. Cockburn.*) Is not the real difficulty the one you hinted at earlier, their unsuitability and lack of training for taking up the position which it is demanded they should take up. Have you any experience at all of instances of graduates of the older universities coming into the schools?—I have two very distinct instances.

11,274. Were they successes?—Yes, very great successes.

11,275. In the absence of all previous training?—Yes.

11,276. Does not that go to support what you have been rather attempting to knock down, that you may have a first-rate teacher of genius and character apart from training?—I do not doubt that it is quite possible. I never denied that at all. But I do aver that training would have done these men good, and indeed it has done them good.

11,277. (*Lady Frederick Cavendish.*) Do you not think that even those first-rate teachers who have not had the advantage think so themselves?—I can answer without any hesitation that they do.

11,278. (*Mr. Cockburn.*) Then if graduates of the older universities come in without training, would not the number be largely multiplied?—Yes.

11,279. And is not the difficulty of graduates of the older universities becoming teachers in the elementary schools, the want of technical training in the schools, and the art of teaching and managing a class?—Yes, I think that is true.

11,280. (*Mr. Hobhouse.*) Did I understand you to say that there would be a sufficient supply of graduates of universities coming to secondary schools if the salaries of those schools did not fall below the salaries given for teachers in elementary schools?—I am inclined to think that that is the case.

11,281. Those salaries are very low, are they not?—They are not so high as one would like to see them, but I think the justness of any complaints that are made rather lies in the amount and bewildering variety of work that is expected of teachers, and the enormous size of the classes, than in the inadequacy of the remuneration, that is to say having regard to social facts and considering the salaries which men can usually get to start life with.

11,282. But the point I am putting to you now is whether the salaries that might be adequate for the men who now form the elementary school teachers would be adequate for the ordinary secondary school teacher?—I should be sorry to say that it was as much as they ought to have, but I think it would be enough to attract a very large number of useful men.

11,283. Say 100*l.* a year?—Yes, I certainly think so. I am sure of it.

11,284. (*Mr. Jebb.*) It has been suggested to us by a former witness, and I think more than one, that the theory and practice of education might be

established as a subject of examination in the Universities. Would you approve such a suggestion as that?—I should find it difficult to know where to put it exactly. To exalt it into a separate faculty seems to me to be asking a good deal, because it is properly a part of the *literae humaniores*. I should be very sorry to say that it should be separate.

11,285. Do you happen to have any knowledge of the work which has been undertaken by the Cambridge Teachers' Training Syndicate?—May I ask whether you refer to the university body?

11,286. Yes, the Syndicate?—No, I have no immediate knowledge of it whatever.

11,287. Do you think that elementary and secondary teachers might be with advantage trained together?—I think the advantages of their being trained together would be very considerable, supposing that the elementary teachers have arrived at that point in a liberal education which would make their work profitable.

11,288. (*Chairman.*) Would you consider the difference in the amount of general knowledge possessed before the special training began to be a very serious difficulty?—A very serious difficulty indeed.

11,289. (*Mr. Jebb.*) Then you would be disposed, at present at least, to provide a training for secondary teachers which should be distinct from the training for elementary teachers?—Yes, certainly, because those people who would be most easily available for service in secondary schools have already had a great deal of the education which it is the business of the training colleges to give those who are in training as elementary teachers.

11,290. Take the case of a man who has taken his degree at a teaching university, and who proposed to make teaching his profession. What is the first thing you would have him do? Would you have him attend a course of lectures on the history and practice?—Yes, I should like him to do that at once, but I should also like him as soon as possible to get inside a school and carry on his practice if possible concurrently with study of theory.

11,291. If you had to choose between a man who had taken his degree at a university, and who had received a liberal education, being presumably a man of fair intelligence, and, on the other hand, a teacher who had received a training as such, but who did not possess the same advantage in respect of a liberal education, which should you be inclined to prefer for a secondary school?—I confess that I should prefer the trained man. I think less time would be lost.

11,292. On the ground that his advantage in respect of power of actually teaching his subject, and maintaining discipline, would more than compensate for any deficiencies he might have in other respects?—Yes.

11,293. (*Lady Frederick Cavendish.*) Would you say the same of woman teachers?—In the case of woman teachers I should say it even more emphatically, because the women in the training colleges are very much more plastic and more highly cultivated than the men, at any rate I am inclined to think so.

PRACTICAL TRAINING OR APPRENTICESHIP OF SECONDARY TEACHERS.

11,294. (*Chairman.*) Have you any observation to offer upon the best method by which secondary teachers could obtain practice and training after they have received their theoretical instruction?—Yes, I should very much like to see a system of apprenticeships at secondary schools. Indeed, as I have suggested, I would like it made incumbent on any school receiving public money to have a certain number of apprentices attached to the school.

11,295. Have you any suggestion to make as to how the new conditions of training in those schools should be secured to the apprentices?—I cannot suggest anything, except that the headmaster or some other superior officer in such a school should be required to watch and criticise the work of such a teacher.

11,296. But would you not require that he should also be a person who was proved to possess the special gifts needed to enable him to give proper practical instruction to those apprentices? You have just told us that in many cases where training is given in practising schools the headmaster is now not competent?—Yes, but my answer was given in the form which it took, partly because I am perfectly aware how difficult it would be to secure a supply of men about whom you were sure in those respects, and partly because I think that any intelligent, any ordinarily able, headmaster would be able to give a good deal of practical information and criticism to a student. Of course I would very much rather have a man very highly qualified in one way or another, but I think it would be difficult to secure this condition invariably.

11,297. Under what authority, whether central, provincial, or county, would you place this apprenticeship scheme which you propose?—I am inclined to think that it would work best under a central authority. In the first place there is already a considerable body of information available in existing central departments concerned with education which it would be absurd not to make use of in organising some such system as this, and I think that the standard required in the training of such teachers is very much more likely to be uniformly high if there is a central authority to insist upon it in some way or other.

EXAMINATION AND INSPECTION OF SECONDARY SCHOOLS.

11,298. Do you think that the function of inspection and examination of schools had better be discharged directly by the central authority or by a provincial or county authority?—I do not doubt that a central authority is best. But my view of the process of inspection is perhaps somewhat different from what we are accustomed to in public elementary schools.

11,299. What is your view?—I would have a central department in dealing with secondary schools, merely satisfy itself that the test which the managers of the school applied should be adequate; that is to say, it would be for the central department to say whether an examination, for instance, to which the managers of the school sent their children, was a satisfactory one; the department should see whether it was a proper test, but not itself examine.

11,300. By what means would they ascertain whether it was a proper test?—They would refer to the body of experts, who, I presume, would be attached to the central authority, such things as should hardly be left in doubt. If it was a new examining authority that was started it would be the business of the central authorities to make such inquiries as would satisfy them of its competency. But as a matter of fact the schools are now examined by bodies whose status is perfectly well known, and whose position is assured.

11,301. Do you say that about secondary schools generally?—I should say, perhaps, the larger schools.

11,302. The great schools who send boys to the universities of course are examined?—I think I may fairly say so. Of course I am not including private schools, of which we know nothing, but I think that schools that are managed by public bodies have for the most part some kind of test which is a satisfactory one.

11,303. Would you consider that such a central authority ought to have any inspectors at its disposal, and, if so, with what powers would you arm them?—I should send them round to schools to satisfy the central authority that the apparatus and equipment of the schools was satisfactory.

11,304. But you would not leave it to them to determine whether the examination was a satisfactory examination or not; or whether the examining authority was one which might be trusted in this particular matter?—All such questions ought to be referred to the central authority and determined by them.

11,305. But supposing that a grammar school stated that it had been examined by Mr. So-and-So, who was the rector of a neighbouring parish, and had graduated at a university some 30 years ago, how would it be

determined whether that was an adequate examination or not?—In that case I should give the inspector considerable powers.

11,306. Now we come to the inspector. What powers would you give him?—I should make it possible for the central department to require that all the paper work should be sent up if necessary. For instance, when an examination was held it should be incumbent upon all secondary schools to set aside the papers if they were required to do so. A report would be made and sent to the central authority, and the central authority would be satisfied or not, as the case might be, that everything had been done that need be done to secure the character of the examination. If the central authority was not satisfied it would call for the papers and perhaps submit them to its inspector, or otherwise deal with them in such a way that they could assure themselves upon the point.

11,307. Is it from the point of view of desiring to avoid uniformity and secure the maximum of local freedom that you suggest this comparatively slender power of the central authority?—Yes, just so.

11,308. (*Mr. Cockburn.*) I do not think you wanted it to go out to the world that as a rule, or to any serious extent, the practising schools or elementary schools are bad?—No, I should be very sorry to say that.

11,309. I have seen every one in England and Scotland, and I should imagine that that is subject to great correction?—I have seen some that are not satisfactory.

11,310. Of course, if you have seen one out of 500 that is not satisfactory it is not worth mentioning; but if you have seen 10 per cent it is a different matter. You are speaking here with great authority as one of Her Majesty's Inspectors of Schools?—I do not mind very frankly saying that with many of the practising schools I am not satisfied, I think I may say many of them.

11,311. (*Lady Frederick Cavendish.*) Perhaps you mean *ad hoc*; just on the point of being good for practising?—No, I do not think they are always good schools.

11,312. (*Mr. Sadler.*) Do you propose to fix a minimum age for those apprentices in secondary schools?—I think a minimum age ought to be fixed.

11,313. I understand you do not want to introduce into secondary schools the pupil-teacher system?—No I should be sorry to do that.

11,314. We have heard it said that schools of the first grade might object to being open to visits from an inspector from a central department. Am I right in thinking that you have yourself actually inspected part of the educational work carried on by the University of Oxford in Oxford itself?—Not the university work, except so far as it is concerned with elementary teachers.

11,315. But that work is under the direct supervision of the university?—Yes. That is to say, I have been in the school used for practice and I have examined its students in some subjects which a university officer is supposed to teach.

11,316. (*Mr. Jebb.*) In view of the functions which you sketch for the central authority, what would be the function of a provincial authority supposing there was such a thing intermediate between the central and the county authority?—I presume that the initiative in the establishment of schools would lie with the local authority.

11,317. Supposing there were a county authority, and above that a provincial authority, would the central authority have the initiative between the county and the provincial authority?—I do not quite understand from your question which body you take to be the body which covers the larger area.

11,318. The provincial authority?—I should prefer in all cases the body having the larger area.

11,319. Then the central body would not have the initiative in establishing schools?—If there were default in the case of the provincial authority, it would be, I presume, for the central authority to call upon whatever local authority existed, or to create some local authority for the purpose of establishing schools.

RELATION OF HIGHER GRADE ELEMENTARY TO SECONDARY SCHOOLS.

11,320. (*Chairman.*) You are aware that there has risen of late years a class of schools on the confines of elementary and Secondary Education —the so-called higher grade elementary schools?—Yes.

11,321. What do you take to be the relation of those schools to elementary schools on the one hand, and to secondary schools on the other?—I think the higher grade schools are the natural development of the public elementary school system. The public elementary schools are largely supported by Government grant from Whitehall; after a certain standard has been reached children pass beyond the general work of the public elementary schools for the most part, and it is necessary to provide money for maintaining the more advanced schools, which cannot be got from Whitehall. The Science and Art Department makes it comparatively easy for such schools to get a grant on the results of work done upon its syllabus and practically under its direction. I think that is unfortunate, because in many respects it has narrowed the curriculum of the higher grade elementary schools. The secondary schools of the type which I think is contemplated have arisen very largely, because the higher grade schools do not quite do the work that the lower middle class wants. There are many people who will not use the higher grade schools for one reason or another, and the secondary schools, not of course, those of the higher type, have been established to meet their needs.

11,322. But were not the secondary schools in the field before there were any higher grade elementary schools?—Yes, and perhaps I should say that the need for them is generally felt, and some of them have been in consequence established. I know at least one.

11,323. After all, secondary schools have existed in one form or another for two or three centuries, a few for longer, and higher grade elementary schools are a creation of the last 20 years?—Yes, that is true, but a need is felt for a new kind of secondary school midway between the higher grade and the public elementary school which is not quite of the type of the higher grade school.

11,324. You are, no doubt, familiar with the Report of the Schools Inquiry Commission?—Yes.

11,325. Do you intend to denote what they called third grade or second grade schools?—Rather what they called their second grade schools.

11,326. How would you adjust the relations of elementary and secondary schools?—My view is that they would have to proceed pretty much on their own lines. I should be very sorry if secondary schools did not receive children of comparatively tender years, that is to say, children of nine or ten, and whatever curriculum was devised, as it appears to me, should be one that was complete in itself as a curriculum, and not depending for any necessary preparation on the class of schools below it.

11,327. Is it the case that large numbers of the children you are now considering do in fact go to higher grade elementary schools because sufficient secondary schools of the class you contemplate do not exist?—I do not think there can be any doubt about that.

11,328. You would prefer that they should go to secondary schools?—Yes.

11,329. Partly because you think they ought to begin education of a secondary school type at the age of nine or ten, and partly, I suppose, because you think they are more likely to carry on their education a little further?—That is so; partly because the higher grade schools have not developed quite in the way in which I should like them to have developed.

11,330. How would you like them to have developed?—I should like them to have rather more of the literary element, and somewhat less of the science and art, so-called.

11,331. That is because they are in fact sustained by the Science and Art grants?—That is very largely so.

11,332. It is the case, is it not, in some cases that the Science and Art grants are so used by these schools as to make the schools practically free for all scholars?—I think that is the case, though I am speaking without very definite knowledge. But I do know as a matter of fact that in the management and starting of such a school it has a very considerable influence over the determination of the managers, one way or the other, if the school can be made as nearly as possible self-supporting by means of such grants.

11,333. Are you familiar with the phenomena at this moment at Sheffield?—Yes. I have, of course, been out of Sheffield for many years, but I know how things were, and I do not know that they have altered much.

11,334. We have had it in evidence that the higher grade elementary schools in Sheffield are now free to ex-Seventh Standard children up to the age of 16 or even 17, during which time a good many pupils stay in the schools owing to the science and art grants?—Yes, that is quite likely to be the case.

11,335. And that result is attained at the price of giving an education of a predominantly scientific type rather than other subjects?—Yes, I do not think the scientific type, so-called, is the best.

11,336. In what respect do you think it is not the best?—I think it is not scientifically methodised. It is given very much in pieces, so to speak, and on *subjects* rather than in proper scientific methodical order. In fact, I regard it as extremely wasteful.

11,337. Is that owing to any requirements and rules of the Science and Art Department?—I am inclined to think so.

11,338. So you think that, even assuming that the education is to be scientific, and the money comes from the Science and Art Department, it might be better applied to securing the best kind of education?—That I have not the least doubt of.

11,339. Returning to the practical problem, how would you endeavour to secure what you think a desirable result, namely, that a large number of those children who now go to the higher grade elementary schools should enter at the age of nine or ten schools distinctly secondary?—I should make it possible, by means of scholarships, for a considerable number to go who were not able to pay such fees as might be charged.

11,340. Would you award those scholarships to children of nine or ten?—I would not call them scholarships. I would have children chosen not by the ordinary methods which are usually associated with scholarships. I would have them chosen directly by head teachers, and nominated.

11,341. But still selected at the age of nine or ten?—Yes.

11,342. You feel that competitive examination is not beneficially applicable to children of that age?—I should say emphatically not.

11,343. And you would rely upon the headmasters of the schools to make a perfectly fair and honest slection?—I would rely on them assisted by others—perhaps other members of their staff.

11,344. In that case would what you have described as a scholarship mean free education in the secondary school, or would it mean anything in addition?—I should myself be inclined in the case of most of them to limit it to free education, and after further trial in the secondary school, at the recommendation of the heads of the secondary school, add a maintenance allowance to it.

11,345. At a more advanced age?—Yes, quite so.

11,346. Perhaps at an age at which they would be otherwise going into some wage-earning occupation?—Yes.

11,347. Then that would not quite meet the other side of the problem, namely the case of children whose parents are perfectly well able to pay secondary school fees, who nevertheless now use these higher grade elementary schools. How would you propose to deal with their case?—I do not think it would need any special dealing. I am inclined to think that if secondary schools were established they would naturally send their children to the school where they could get taught the subjects which they wished to have them taught.

11,348. In other words, reverting to the report of the Schools Inquiry Commission, you conceive that a due provision of what they called third grade schools, well taught, and directing themselves to what is commonly called a sound commercial education, would have attracted those children, and would have prevented the parents of the class we are considering from sending them to the higher grade elementary school?—I think there can be no doubt about that. I am not quite sure that I like the term "commercial," although I have used it myself, because I think there is a good deal more in the school than the term "commercial" fits.

11,349. You would consider that that term was liable to be misused?—Yes.

11,350. It might involve an education which was not quite so literary an education up to the age of 15 or 16 as you desire?—Yes.

11,351. But still you use it provisionally as a term applied to education, fitting not for the universities, but for practical life?—Yes, quite so.

11,352. For what purposes then would higher grade elementary schools continue to exist, supposing they did continue to exist?—I think it might well happen that a very large number of people would prefer an education which was more strictly technical and scientific than would naturally be given in the secondary schools.

11,353. But would the secondary schools not have what might be called a scientific side or curriculum, as well as a literary side or curriculum?—No, I hope not. I hope they would have science taught in every class, but taught scientifically; not taught as I am accustomed to find it taught in most of the schools I have seen.

11,354. But surely the manner in which it is taught is quite a different question from the amount of scientific teaching given. It would be possible to have a school one part of whose curriculum was more scientific, and another part more literary?—Yes.

11,355. And that would be possible in schools where pupils were remaining up to the age of 15 or 16?—Yes.

11,356. It would be applying to schools of a humbler grade the distinction between the German *gymnasium* and the *Realschule*?—Yes.

11,357. Will you please indicate in what way you think it would be necessary to have regard to these higher grade elementary schools?—I am, of course, addressing myself to facts. The schools exist, and I can conceive that those in whose hands the schools are would be very loth to give them up, or to very considerably alter their curricula; whereas, in dealing with secondary schools you have a comparatively new field and you would be dealing with children from the earliest stage.

11,358. In other words, you would start these secondary schools, corresponding roughly with, though probably a little higher in their curricula than, the third grade schools of the Schools Inquiry Commission, and leave matters to the natural course of events?—Certainly. I should not interfere with any of the schools now established, and certainly not with the higher grade schools.

11,359. You would not endeavour to extinguish or injure them, but you would establish these new secondary schools which you think are needed?—Yes.

11,360. As regards what you have described as scholarships, I presume you would consider that they should be given only to children the circumstances of whose parents would make them requisite?—Yes, I do not doubt that.

11,361. Have you any opinion to express on the question of whether Secondary Education generally should be gratuitous?—I am inclined to think that it would not be well that it should be gratuitous.

EDUCATION OF BOYS AND GIRLS IN THE SAME CLASSES.

11,362. Have you any opinion to express as to the possibility or desirability of educating boys and girls in the same classes?—I do not like what I have seen of it. I fear my opinion is not that generally held, but I do not like it.

11,363. Will you give us the data for that opinion?—It must, of course, be understood that what I have seen has been almost entirely of schools where the sexes are kept entirely apart. Where I have seen the two together, as in the country schools, I have seen no positive harm from the arrangement, which is one which necessity, of course, forces upon the managers, but I have seen no good. I have seen no good that I could trace to the practice of co-education.

11,364. Have you seen the system at work in secondary schools?—No, I have not, but I am very much opposed to it in feeling. I should be sorry to see it.

11,365. Is that rather *a priori* opinion, or an opinion grounded on observation and fact?—It must needs be *a priori*, because I have not seen enough of it to judge *a posteriori*.

11,366. Have you any other observations to offer upon any part of our subject?—No, I think I have said what occurs to me to say.

11,367. (*Mrs. Bryant.*) With regard to the education of boys and girls together, do you think there is any tendency, in cases where it is done, for the girls rather to go to the wall, and not to get quite so much attention as they would in a separate school?—I think it might well be, and it is more likely to be, the case, as you would have in such schools as those we have been speaking of boys who were going to the university, and girls who were not going on to such an advanced course. There would be very great danger, I think, of the girls being passed over.

11,368. That is to say, the necessary amount of stimulus would not be expended on girls; they would be more likely to expend it on boys, because it produces a larger result in their case?—Exactly.

11,369. You do not say that from experience?—No. It certainly is not the case in Elementary Schools where the stimulus is practically much the same as applied to both cases.

11,370. (*Mr. Cockburn.*) How long is it since you severed your connexion with the Sheffield School Board?—It is about five or six years, I think.

11,371. You were three years on the board?—Yes.

11,372. And that was your only connexion with primary education, I suppose, was it not?—Yes, except that I have been head of a training college.

11,373. Then your only connexion with and experience of elementary schools and higher grade schools is limited to your services on the Sheffield School Board during those three years?—Yes.

11,374. You have not begun to inspect elementary schools yet, have you?—I have been inspecting elementary schools for pretty nearly a year.

11,375. Have you had any experience of higher grade schools beyond the Sheffield one?—No, none whatever in any close connexion.

11,376. You have not examined any of them yet?—No.

11,377. And your Sheffield experience was six years ago?—Yes.

11,378. You speak of higher grade schools being indispensable, but it seemed to me that in your examination-in-chief you very considerably modified that "indispensable." Am I right in that?—I say they are indispensable taking into consideration the hands in which the schools are now, and the natural disinclination of such authorities to give them up.

11,379. You are aware that our primary education is being improved every year?—I am well aware of it.

11,380. It is thoroughly well-organised and very rapidly improving?—Yes.

11,381. And there is a great desire in the elementary schools for an improved and continuous education, beyond that which was satisfactory a year or two ago?—Yes.

11,383. But still, I suppose, the upper end of the elementary schools is small?—Very.

11,382. And the children who will be carried on in Standard VII. and beyond Standard VII., which is your Department's limit, are mere handfuls in every elementary school?—Yes, I think it may be said so.

11,384. Then the only way to conduct education for them on a sound and economical basis is to gather those fragments into one centre?—I should gather them, not necessarily into one centre.

11,385. Would you carry on a very small class and give it a separate teacher? Would not that be extravagant?—Yes.

11,386. What would you do then, because that is about the number that most elementary schools present in Standard VII.?—I do not propose that those Standard VII. children should be taken in each case in separate schools formed for them.

11,387. How would you conduct their education if they are not carried to one centre?—Do you mean either to a higher grade school or a secondary school?

11,388. Yes?—That I would have, but I would not have them carried exclusively to a secondary school, or exclusively to a higher grade elementary school.

11,389. Do you not think there is much more likelihood of their education being continuous and the school being a successful and useful school if it is a higher grade school conducted on the same lines and by the same authority than if those children were transferred to a grammar school? Do you not think that in that case the rupture between the two kinds of education would be so great as to cause a tremendous waste of time?—I do not think it would be so considerable.

11,390. Do you think a child may be educated in a public elementary school up to Standard VI. and then go on to a grammar school?—"Grammar school" is not a term which I would care to use, but I think the child might as easily pass into a secondary school of the type I have in my mind as into a higher grade school.

11,391. I am afraid we are not concerned with the type you have in your mind, but with what exists to a large extent, and will have to be recognised and dealt with?—Yes; I should say they can quite easily.

11,392. (*Mr. Sadler.*) In answer to the Chairman you said that the teaching of science in the schools you visited was unsatisfactory. Will you explain the grounds for your censure?—They are encouraged to earn grants on *subjects*, and the consequence of that is that a class of raw children may be taught a complex science like physiology without any sort of preparation in mechanics and chemistry, which seems to me to be a very gross mistake in method; and that runs through a good deal of the work which they have. They are not properly prepared for the "subject" as it is called which they have "to take."

11,393. Then a good deal of the teaching, you think, rather strengthens the memory than the faculty of observation?—I think very often so. It is a question of the acquisition of fact, of course, all through.

11,394. So that, in fact, comparing it with the old linguistic training, it is rather a change of subject-matter than of method of teaching?—Yes.

11,395. (*Mrs. Bryant.*) With more injurious results?—Yes, for the same reason that in what is there called science, facts are presented to be learnt by heart, whereas in translating, for instance, the child manipulates things, and must need manipulate things for himself, much more often than when he is told to fix in his memory some striking fact in physiology or in mechanics.

11,396. (*Dr. Wormell.*) They are taught, I suppose, in an absolutely dogmatic form?—Yes; they are taught that such and such a thing has been discovered, the sun is so many miles from the earth, or whatever it may be.

11,397. (*Mr. Sadler.*) Then you think that this mechanical teaching of science is absolutely deadening the power of criticism in the pupil's mind?—To a very large extent it is extremely wasteful and useless.

11,398. And, therefore, it is a source of some public danger?—I think it stands in the way of the progress of scientific teaching in England.

11,399. (*Mr. Jebb.*) You said just now that secondary schools of the kind required by the lower middle class are comparable to the second grade schools of the Schools Inquiry Commission rather than to the third grade schools?—I should think so.

11,400. I think you also said that the continued existence of schools of the third grade, in the sense of that Report, was desirable?—Yes.

11,401. What would be the relation between the secondary schools required for the lower middle class and the third grade schools? What would be the difference between them?—The difference would be, I think, ultimately very largely a social difference, because people who are prepared to keep their children and pay for their children at a secondary school would send them there from a comparatively early period of their lives and keep them there a considerable time, whereas to the higher grade school they would be moved by a natural process from the primary school. The higher grade schools would be presumably free.

11,402. You would limit the use of scholarships, in passing children from the primary or higher grade schools into the secondary schools of the lower middle class, to the case of children who had shown exceptional promise?—Yes; I think one may fairly say that.

11,403. In the case of ordinary children, who, though fairly intelligent, could not be said to have shown exceptional promise, could you devise any way of passing them on and making Secondary Education possible for them?—That is a question about which I hesitate to give a very decided opinion, because I think it is very often a positive injury to a child to take it from education which will lead it directly to work which it is capable of doing and earn a fair living upon, and put it to education which will perhaps unfit it for the work it is likely to do.

11,404. Of course a child does not always show its abilities at the age at which this transition, if it is to be made at all, would be necessary?—Quite so.

11,405. Would that consideration affect your view of the matter at all?—It would of course lead to a good many being sent up who might not profit very considerably by the higher education which they would presumably get. It is quite likely that it might so happen.

11,406. (*Chairman.*) Is the converse of that true? Are there not also children who do not show their ability at the age of nine or ten, but later, and whom it would be desirable to transfer?—There can be no doubt of that; but there is no reason why such facilities as you provide should not be available at a later stage than nine or ten.

11,407. You would not restrict it?—No; I would make it possible for the transition to be effected at any point.

11,408. (*Mr. Jebb.*) Looking at the facts of Secondary Education generally in England, are you clearly of opinion that the existing supply of Secondary Education is deficient?—I should say certainly, without any doubt. There is very considerable defect in the kind of education which the lower middle class would like to have, and would profit very considerably by, and which I do not think the higher grade schools supply.

11,409. (*Dr. Wormell.*) In what part of England do you think that defect is greatest?—I should be very sorry to say.

11,410. Do you think it is much in London?—I think very considerably in London.

11,411. Are the secondary schools in London full?—You are asking me to reply on a matter as to which I have not all the materials for an answer. I cannot answer for that.

(*Chairman.*) We are very much obliged to you for your evidence.

The witness withdrew.

Adjourned to Tuesday next, at 11 o'clock.

TWENTY-NINTH DAY.

At Westminster Hall, Tuesday, August 7th, 1894.

PRESENT:

THE RIGHT HON. JAMES BRYCE, M.P., IN THE CHAIR.

The Right Hon. Sir J. T. HIBBERT, K.C.B., M.P.
Sir HENRY E. ROSCOE, D.C.L., M.P.
The Rev. A. M. FAIRBAIRN, D.D.
Mr. RICHARD WORMELL, D.Sc.
Mr. HENRY HOBHOUSE, M.A., M.P.
Mr. H. LLEWELLYN SMITH, M.A.
Mr. GEORGE J. COCKBURN.
Mr. J. H. YOXALL.
Mr. CHARLES FENWICK, M.P.
The Lady FREDERICK CAVENDISH.
Mrs. HENRY SIDGWICK.

The Hon. WILLIAM N. BRUCE, *Secretary*.

Sir HENRY LONGLEY, K.C.B., called in and examined.

11,412. (*Chairman.*) You have been Chief Charity Commissioner for some years past?—For the last nine years.

STATE DEPARTMENT FOR EDUCATION DESIRABLE.

11,413. And you are willing to favour us with your views, among other subjects, upon the question of how a Department of State should be constituted with a view to the proper management and control of education generally, including secondary education and including endowed foundations?—Yes, so far as my experience in the Charity Commission, where we have had to deal with secondary education as it has hitherto been controlled by the State, enables me to go.

11,414. Such a department was contemplated I think by the Schools Inquiry Commission, and mentioned in their report in 1868?—Yes, it was mentioned in the report, but mentioned rather with a view to a more distant future perhaps than the Commission then contemplated, and the events which have happened have perhaps justified the remoteness of the hope.

11,415. Would you say that your subsequent experience of the working of the Endowed Schools Acts points to the desirability of constituting such a department?—Yes, I think so. I think there are two grounds upon which what has passed since leads one to that conclusion, first, because I think it is clear that the Acts, going only a certain distance as they do, have lost their propelling power, and that, even in that narrow line, no such thoroughly complete work as is expected by those who are interested in education, and justly expected, is likely to be done under the present organisation.

11,416. Perhaps you would consider that a fresh propelling power may be derived from the constitution of such a department and from its more intimate association with the Executive Government?—Yes; I think our experience has shown that. Perhaps I may be allowed to read from a memorandum of my own:—"Public opinion as to the extent and nature of "the control to be generally exercised over educational endowments has "undergone a material change since the passing of the Endowed Schools "Act, 1869. The first fervour of educational reform is spent; interests, "other than educational, assert themselves, the Government of the day "is, and for some time past has been, forced to regard schemes framed "under the Endowed Schools Acts from a political as well as from an "educational point of view; and, in some cases, political pressure is "found to delay, or even to prohibit, the establishment of schemes which "are educationally sound, while, in other cases, schemes are forced "through Parliament in the teeth of a strong minority, in circumstances "which impose a severe strain upon party loyalty, and with an amount of "friction which threatens the stability of the administrative machinery "employed."

11,417. Would you say that recent legislation which has provided new funds whereout Secondary Education may be aided has at all affected the question?—I think very largely. It seems to me that the strongest reason of all for the change is derived from recent legislation, from the fact that a very large amount of public money is now for the first time made applicable to the purposes of Secondary Education. It seems to me that, just as primary education came to be politically controlled when public money was devoted to it, so now that public money is devoted to purposes of Secondary Education it almost comes without saying that there must be political control over that branch of education.

PROVISIONAL CHARACTER OF ENDOWED SCHOOLS ACTS.

11,418. What do you think the work of such a department ought to be as regards educational endowments?—In answer to that question I should like to state first my view that the Endowed Schools Acts, our jurisdiction created by them, and our work under them, has in my view been entirely provisional. It is obvious from the report of the Schools Inquiry Commission that for any permanent organsation certain conditions were necessary which have been conspicuously wanting from our organisation. In the first place, at the one end the Minister of Education was absent and the direct political responsibility for schemes was absent, although of course the Education Department have to a certain extent been responsible for the schemes; and at the other end local authorities were also absent. The work then was provisional, and being provisional it was deemed necessary, and I dare say it was necessary, but I think most unfortunately, to make it temporary.

11,419. You mean by provisional, I presume, that it was considered that this dealing with endowments was in a manner experimental and one which should be subsequently revised?—Yes, and it was not only provisional, but it was also partial because while the Schools Inquiry Commission

Report evidently looked to an organisation of secondary education as a whole, the Endowed Schools Acts, and the jurisdiction created by them looked only to endowments, the subject matter as to which I am more especially answering, so it was not only provisional but partial.

11,420. Would this also be true that what was contemplated when the Endowed Schools Commission was founded was that the Endowed Schools should receive new schemes so to speak once for all, and then that they should be left to run having been once started, whereas what you feel is that a constant supervision so far as endowments are concerned, and a remaking of schemes from time to time has now become necessary?—Yes, I should like to adopt every word of that question, and to add one or two observations. In the first place I would ask to be allowed to put in an extract from our 36th Report, which is the only statement which approaches to completeness that we have hitherto made of our educational work. It brings into considerable prominence a statement of the necessity under which we found ourselves of looking after the schemes after they have been made, and the reasons which led us to consider that the work is really permanent work. It is a tolerably concise statement. (*See Appendix No. 5.*) But besides that I should be glad to be allowed in answer to your question to refer to a speech of Mr. Roby's made on the 13th July 1891. It is a speech which I heard and which made a great impression on my mind at the time, and it is a statement which I think is exceedingly pregnant on several points in which the Commission are interested. I hope to be allowed to refer to it in another connexion later on, but at present I should like to be allowed to refer to this passage:—"I do not look at these schemes as "permanent documents intended to last unaltered for a long time. They "are simply formal statutory rules for governing particular endowments, "and they ought to be continually subject to reconsideration and amend-"ment, so that they may be made to meet the different circumstances "of each county or locality." That is from the CCCLV. Volume of Hansard, page 1,264.

11,421. Would you say that the work done under the Endowed Schools Acts hitherto has not only been, owing to the terms of those Acts and the powers vested in you, partial and provisional, but also that it has been to a considerable extent isolated work; that is to say, it has been work done for particular schools regarded by themselves instead of regarded as the constituent elements of an organisation of Secondary Education?—Yes. I think that question points to one of the most fundamental differences between what the Schools Inquiry Commission contemplated and what the Endowed Schools Acts did, and that can be shown in a word by a reference to page 630 of the Schools Inquiry Commission Report, in which it says that the Charity Commission has hitherto dealt with schools "one by one." Then it goes on to point out how desirable it is that the whole of the schools in a given area should be looked at together. But when this report came to be carried out the organisation, I am sorry to say, got no further than the old "one by one."

11,422. And that has continued up to this day?—That has continued up to this day. It is only fair to say that attempts were made in two counties to do more but they were attempts made by voluntary local organisation, and they both ultimately failed.

11,423. And of course an exception has been constituted in recent years under a special statute in the case of Wales?—Certainly, and that of course leads one to hope a great deal for the future.

11,424. (*Mr. Hobhouse.*) What are those counties you have been speaking of?—The West Riding of Yorkshire and Devonshire. Sir Thomas Acland, who was a member of this Commission, started an organisation in Devonshire, but it did not last very long. I cannot tell you who was responsible for the movement in the West Riding of Yorkshire. Mr. Fearon, who was here the other day, knows more about that than anyone, and, subject to any correction that he may make, I think the movement, which was in a large measure due to his energy, got no further than it did in Devonshire.

11,425. (*Chairman.*) Would not Canon Robinson who knew the West Riding well have been likely to be interested in the subject?—I think, perhaps, he would. Mr. Fearon worked with Canon Robinson and lived down in that part of the country at one time, and a great deal of good work was done. Sedbergh, Giggleswick, and Keighley are three schools which owe a great deal to them.

11,426. Then I take your view to be that the work of organisation of educational endowments is a permanent work which requires to be constantly carried on instead of being attempted for each school once for all?—Yes, it is essentially a permanent work.

11,427. And may I take it that in your view it is necessary to overcome the difficulties which have hitherto existed by recognising that this work is of a permanent nature, and placing it under the control of an important Department of State?—If it were to remain as it is with us, it would be quite necessary to recognise its permanent character. A great deal of our difficulty has arisen from the idea when the Endowed Schools Act was first passed that it was a temporary work; but its permanent character of course is an item in the considerations which point to the transfer to a Minister of Education.

11,428. You are probably of opinion that what has been done hitherto under the Endowed Schools Acts has really so to speak broken up and brought under tillage, if I may use the metaphor, a great deal of the ground upon which the operations of such a State Department will take place?—Yes, I feel no doubt of that, and I should be prepared to go at greater length into it, but I understand that Mr. Fearon has told the Commission a good deal about it, and I think I should be only wasting the time of the Commission if I were to go over that. But perhaps I may sum up the statement of our position by saying that we have provisionally carried on this work of organising educational endowments—a large part of the work of the organisation of Secondary Education—to the best of our ability, so as to enable it to be inserted to the best advantage in its proper place in the larger framework of Secondary Education as a whole, and so that we may hand over the work in the highest state of efficiency to the coming Minister of Education.

11,429. Is it the fact that the Charity Commissioners have been, by the necessities of the case, led to undertake certain duties which the Endowed Schools Acts do not specifically impose upon them?—Yes, and that is the main reason why I asked if I might be allowed to put in that paper just now because that explains thoroughly the genesis of that supplementary work. One of the first hints we got on that subject was from the Report of the Committee in 1886–7 which inquired into the Endowed Schools Acts. In that report stress was laid upon the importance of schemes being "helped on their way." That I think is one of the expressions which led us to consider the matter more seriously.

11,430. Without anticipating what the paper contains I may say that among those duties you would include the inspection of endowed schools which is carried on under the Charity Commission, and to some extent even the regulations of their examinations?—The inspection certainly; an administrative inspection. There again, the whole difference between administrative and educational inspection is set out in the paper.

11,431. I understand you conceive that there ought to be an educational inspection of some kind (we will reserve what it ought to consist of) besides the merely administrative inspection which you now undertake?—Certainly, and the work of the two inspections, the educational inspection being in the nature of an examination, is actually at this very moment going on in Wales. We are inspecting schools from the administrative point of view, and the examiners (who happen for the moment to be appointed by us because the Welsh local authority is not yet constituted) are examining the schools. As regards the last item of your question, that is examination, we, as I think has already been explained to the Commission, do not consider ourselves in our present position responsible

for holding the examinations, but merely for seeing in the public interest that the examinations are conducted *bonâ fide* and with ordinary efficiency.

CONSTITUTION OF STATE DEPARTMENT.

11,432. Will you give us your views as to how you think such a department of State, which we will call provisionally the ministry of education, ought to be constituted?—I confess that I had not considered it necessary until I was asked to give evidence here to consider this point very carefully, but speaking from any general experience I may have of administrative work I should consider that the ordinary organisation of a political office such as now exists in the Education Department would be sufficient for the work. I confess that I have not a very great liking for boards which are under any control. I think a board attached to a political department comes to be more or less of a phantom, and the ordinary organisation by political chiefs and political secretaries, and a staff organised and divided in any way which the work suggests, such as the Secretariat and the Inspector's Department of the present Education Department, I suppose would be able to grapple with the work, which of course would be a very serious work and a work very large in volume.

11,433. In other words you mean that what may be called the normal organisation of a department of State such as the Home Office or the Colonial Office appears to you to be better adapted for the purpose than the phantom of a board presided over by a political minister who, in point of fact, tends to become the effective and sole controller of the department?—Yes, I think the presumption is in favour of the ordinary departmental organisation, and I am not aware of any reasons sufficient to rebut that presumption. I may just make one reservation. As regards the registration of teachers and the superintendence of examinations I should wish to speak less strongly in the direction in which I have spoken. That is to say, I think those are subjects which perhaps might be entrusted to a board, although probably a board constituted for that purpose would be practically independent of a minister.

11,434. You mean that those two particular pieces of work, the control of examinations and superintendence of a register of teachers might conceivably be with advantage committed to a council or board to some extent independent of, although working in co-operation and in conjunction with, a minister of education?—Yes, and the more independent they were the better, in my judgment, I should say.

11,435. You mean in fact something *mutatis mutandis* like the Medical Council?—Yes, something like that, and something on the lines of what is suggested by the Schools Inquiry Commissioners' Report when they speak of "internal management." That is on page 648 of the Report.

11,436. I understood you to mean that this council which you have compared, though remotely of course, to the Medical Council, would be a body which would be for many purposes quite distinct from a Ministry of Education, and which would undertake functions which it was thought undesirable to place immediately under direct parliamentary control?—That exactly represents my view.

11,437. Do you conceive that in such a reconstituted Ministry of Education it would be desirable to have a separate organisation and staff or a separate sub-department for secondary education including endowed schools, or would you make one organisation for all the educational functions of the proposed Ministry?—I should have thought that the organisation would be single. Of course different items of work must necessarily be separated when you come to detail, but I think I should be decidedly in favour of unification as far as possible; that the whole field of education should be in the hands of the minister, and should be divided out according to convenience of administration.

RELATION OF CHARITY COMMISSION TO STATE DEPARTMENT OF EDUCATION.

11,438. What do you conceive ought to be the relation of the present Charity Commission, or of whatever body in future discharges the functions of the present Charity Commission to such a reconstituted Education Department?—I should like to begin my answer by saying (if the Commission have not got it before them already) that our present work under

the Endowed Schools Acts, important as it is, and attracting more public attention than the rest of the work is in volume very much less than our general work under the Charitable Trusts Acts. The figures, which I happened to get out for the Select Committee of the House of Commons which sat lately, are these :—13 per cent. of the staff and 24 per cent. of the cost of the Charity Commission are attributable to work under the Endowed Schools Acts. The considerable difference between the percentage of cost and the percentage of staff of course represents the great importance of the items of work which are done under the Endowed Schools Acts, and indicates that the staff engaged in working the Endowed Schools Acts is composed in a much larger measure than the other staff of assistant commissioners and other highly paid officers.

11,439. That proportion represents, in fact, the higher salaries paid?—Yes.

11,440. Does it also represent a pretty large amount of travelling expenses?—No, it is wonderful how little the travelling expenses come to.

11,441. That is a very small item, is it?—It is astonishingly small.

11,442. Then this difference is accounted for by the higher salaries?—Yes.

11,443. Therefore you would say that although the per-centage as represented by the staff employed, and I suppose also the per-centage as represented by the number of orders made, is a small per-centage, yet the importance of the work is nevertheless very great, and bears in point of importance a high proportion to the whole work?—Yes. I think the proportion of cost is the fairest proportion to take. It is close upon 25 per cent. But it is impossible to measure the two classes of work by items of work. The whole of the endowed schools work is done by schemes, whereas there are thousands of items of work on the other side.

11,444. May we take it that the purely legal or judicial work is to a larger extent routine work, and that the Endowed Schools Act work is to a considerable extent work which requires the consideration by highly skilled men of difficult administrative questions?—That is quite true. There is practically no routine work under the Endowed Schools Acts, though there is a considerable amount of routine work done under the other Acts. But, as to the variety and importance of the work under the Charitable Trusts Acts, I should prefer to refer to Mr. Fearon's evidence before the Select Committee of this year, Q. 1942-73.

11,445. Distinguishing those two classes of work, what view do you take as to the future of what you have called the legal side or branch of the work?—I should look at it in this way. The work dealing with educational endowments has a great deal in common with all other educational work, that is to say, with educational work which does not deal with educational endowments. On the other hand, it has a great deal in common with work which relates to endowments which are not educational, and that has suggested to me the line of division between the educational and the legal work of the Charity Commission. In the case of educational endowments they have two aspects, a legal aspect and an educational aspect. As I say, the educational aspect links them on the one hand to a great deal with which the Charity Commission have nothing to do, and, on the other hand, the legal work links them to work with which the Charity Commissioners have a great deal to do. The history of the dealings of the Charity Commission, and its predecessor, the Court of Chancery, with educational endowments is something like this. Originally the only mode of dealing with all endowments, including educational endowments, was by the Court of Chancery, and the Court of Chancery made schemes for almshouses, pensions, and other eleemosynary purposes, and also, when they came across educational endowments, made schemes for schools, and, having very little experience in such matters, dealing with those schemes one by one, they made sometimes very odd schemes. Then, not because the Court of Chancery was unable to deal with educational work very satisfactorily, but because of the delay and the unfitness of a court of law

for dealing with educational endowments, the Charity Commission, 40 years ago, was constituted to take over a very large part of the work of the Court of Chancery with reference to endowments—in fact, the whole work of the Court of Chancery with regard to charities except that part of the work in which questions might arise as to the property of individuals. Of course the Charity Commission have nothing to do with deciding whether a piece of land or a sum of money is or is not subject to a charitable trust.

11,446. Those are questions which you always take before the Court if they are controversial?—As regards the property of individuals the question must be decided by the Court. Then the Charity Commission set to work in 1853 to discharge the functions of the Court of Chancery. Up to 1860 the power of making schemes was not vested in the Charity Commission, but from 1860 they had to make the best educational schemes they could. They were not equipped educationally, and, although they did their best, the schemes, I imagine, were not very successful from an educational point of view. Between 1860 and 1870 the Charity Commission (I am speaking of a time when I had nothing to do with it) made many schemes for grammar schools and many schemes for primary schools. The schemes for primary schools were made more or less on the same lines, but there was no guide, and they varied, and varied capriciously very often. In 1870 came the Elementary Education Act, followed up of course by the Code, and by a much more definite system of elementary education than had hitherto prevailed. From that day to this we have been relieved of all educational considerations in dealing with endowments destined to furnish education of that class.

SEPARATION OF EDUCATIONAL AND LEGAL WORK.

11,447. Is your view then that the educational work and the legal work of the Charity Commission ought to be divided; that one part ought to remain with the Charity Commission and the other part ought to go to the reconstituted Education Department?—That is the conclusion to which, after a great deal of consideration, I come. I do not wish to state that view dogmatically, and I do not wish to disguise from the Commission that I think there are difficulties in maintaining that view; but I think the difficulties of the other course lie deeper, and will affect the Charity Commission work very gravely.

11,448. Let us take one of those difficulties. Every educational endowment has of course a legal and also an educational side?—Yes.

11,449. How far do you think it possible that the legal side should be dealt with by one body, and the educational questions, involving questions of educational policy, but also largely dependent upon the decision come to upon legal points, should be taken by the other body?—I should say that I do not contemplate that the educational decisions would be dependent upon the legal questions.

11,450. You think it would be possible to draw a clear line of division between them?—If I accept the suggestion you have made just now I could not maintain the view I do maintain.

11,451. I put the suggestion as it has been put by others in order to give you an opportunity of dealing with the point?—I should say *solvitur ambulando*. The thing is done every day now. We defer absolutely on all matters of education to the Education Department. The legal matters which we deal with in the case of educational endowments are mainly the questions of property entirely foreign to the educational considerations which the Education Department now deal with. These cases are arising every day, and I must say that in my 20 years' experience of the Charity Commission I have never found any serious difficulty in drawing the line between the educational and the legal aspects of the work so far as primary education is concerned. I do not for a moment deny that when you come to apply that to Secondary Education there will, at first, be considerable difficulties.

11,452. The problems raised by the questions which arise regarding secondary education are more intricate, are they not?—Yes, but they will all come to be formulated I take it in some way or other by the Ministry

of Education, and I should say that I contemplate an absolute deference by the Charity Commission to the Minister of Education upon all questions.

11,453. Will you take any concrete case to show us how it would be dealt with by the two departments, the Charity Commission taking the legal part and the Education Department taking the educational part so as to avoid any risk of conflict, or any delay arising from the fact that the matter must be handled by the two offices?—I had better take an instance, on the side of primary education, because that is an instance which is actually present now, and the conditions would be the same I think. A large trust for elementary education in the South of London came before us the other day The question which came to us was, how far the trustees should be allowed to extend their elementary schools. On that question first I had to satisfy myself (the case was one which came before me) that there were funds available for the purpose. That I think was a purely Charity Commission question: that there were funds, and that the funds might properly, all other things being favourable, be devoted to that purpose. Then came the question which brought us nearer the line whether an enlargement of these schools was necessary from an educational point of view and whether the school so enlarged would be accepted by the Education Department. Five minutes conversation with the inspector of the district whom I saw, settled that question, and accordingly we told the trustees that we should be prepared to allow them to make the addition, the addition being limited to certain numbers which I had agreed upon with the inspector. Then we come to a point at which the difference between our dealing with secondary education and primary education is at once apparent. If that had been an endowment for secondary education, the next step would have been that the plans for the enlargement would have been sent to us, and we should have accepted the responsibility, advised by our architect, of approving them. But being an endowment for elementary education we were relieved at once from that, as we always are in the case of elementary schools. We said we will sanction the selling out of stock to build these additional rooms upon your showing us that the Education Department have approved the plans. At the same time that they came to us about the plans, the trustees also came about the site. There again they wrote to us, mistaking our functions as was not unnatural for our approval of the site. There, at once, of course, the Inspector of the Education Department took the matter up. If it had been a secondary school, we should have inspected the site, and in that case (which was a very important case involving a good deal of money) there has not been the slightest difficulty or any delay, I think. Our relations, as I had the good fortune to hear Mr. Acland say before the Select Committee, with the Education Department are excellent, and I think all our officers work admirably together, perhaps I might just finish the answer by saying that even if the whole thing were under a Minister of Education the separation incident to the diversity of the work would involve I think as much delay and as much circumlocution, if I may use the word, as may be involved now.

11,454. Suppose we take two cases in which the legal side of the work and the side of educational policy might be supposed to be ill-defined, and to mingle: suppose a case in which the question arises whether, upon the true interpretation of a statute or of a scheme, a school ought to give gratuitous instruction or not; and suppose we take an instance where something turns upon the kind of religious instruction that would be given in the school, and the interpretation of the Acts which are to be applied in these matters. Would you say that those were questions which were partly questions of legal interpretation and partly questions of administrative policy?—No, I should say that those were educational questions.

11,455. But suppose the construction of a statute came in and was an element in the determination of the question, would not that be a matter which belonged to the legal side?—The construction, we will say, of the Endowed Schools Act.

11,456. Yes. Of course I need not ask you whether there have not been some questions of difficulty that have arisen with regard to the

question of religious teaching under the Endowed Schools Acts?—Whether in fact an endowment was subject to section 19 or not?

11,457. For instance?—I should expect the Minister of Education to decide that.

11,458. Although a question of that kind might partly depend upon the construction of a statute, or the interpretation perhaps of a number of statutes bearing upon the subject, you would consider that it was a question of policy which would belong to the reconstituted Ministry of Education, and not to the Charity Commission?—Yes, unless we drew the line there we could not work it.

11,459. (*Mr. Hobhouse.*) You have given us your opinion that such a reconstitution as you contemplate of these offices would work perfectly well as regards the officials themselves in the different offices, but I should like to ask you whether you do not think it would cause a good deal of embarrassment to many local authorities, by which I mean the governing bodies of institutions or charities which are partly educational and partly non-educational, if they had constantly to be applying to two different departments?—I confess that I should be more pressed with that difficulty, the force of which I see, if it were not that in the wide field of primary education the work is carried on in that way with next to no trouble. In fact it is carried on under greater difficulties than is absolutely necessary, and yet I do not think I ever heard a complaint of this. The trustees of endowments for primary education, who are generally managers of elementary schools in fact render two sets of accounts: they render an account to us and they render an account to the Education Department. The other day, that being brought to my notice, I made an arrangement by which the accounts required by us should be identical with the accounts required by the Education Department, because it seemed hard that they should be compelled to make out accounts on two different lines. But the change was not suggested by a single complaint that I ever heard.

11,460. In the instance you gave just now you incidentally said that a mistake had occurred as to the department to which the trustees were to apply. I take it that those mistakes are not uncommon?—I should not say they are very common and they are of very slight importance as regards primary education. They are only glad to be referred back to the school inspector whom they know. I do not think it comes to very much.

11,461. At the present moment, a governing body who have to deal with almshouses and other non-educational charities, and also with a school which is not an elementary school under a charitable trust have only one body to deal with, namely, the Charity Commissioners. That is so, is it not?—Yes.

11,462. Under the reconstitution you suggest, they would have to apply to two different departments?—Yes, and if the change was made the other way they would have to apply to two different departments. The work is so different that if it was under a Minister of Education it would be the same thing, I think, almost.

11,463. How do you mean by the work being so different?—It would be impossible to carry on the two sets of work in a single department perhaps not even under the same roof, and there would be very much the same difficulty and delay that might be expected from the organisation which I suggest.

11,464. That would not be so if the whole of the work of the Charity Commission were transferred to the Government Department which had a Minister of Education at the top?—Speaking from my experience of Government Departments and my strong conviction that the Charity Commission work would be of enormous bulk, I think there would be very little to be gained in that way; there would be nothing I think to compensate for the serious consequences, as I think they would be, of transferring the legal work of the Charity Commission. I quite admit that there are advantages, and, as I say, I do not wish to speak dogmatically,

but on the balance of advantage and disadvantage, the other plan in my judgment is the better.

OBJECTIONS TO TRANSFERENCE OF LEGAL WORK OF CHARITY COMMISSION TO A MINISTRY OF EDUCATION.

11,465. Would you state at length your objection to transferring the legal work of the Charity Commission to a Government department such as you have described?—I cannot do it better than by reading Lord John Russell's words which he used when the Charity Commission was first established:—"It was the opinion of that Committee that it would be "better that the question of general superintendence and administration "of charities should be altogether separated from any political question, "and from the interests of any party. They thought that that could not "be effected by the proposition which had been made by the Government." (Hansard, Vol. 129, p. 1154.) It is the *quasi*-judicial nature of the work which in my judgment makes it undesirable that the control of the work should be altered; and one is supported in that I think by such a high authority as the Schools Inquiry Commission, who I think never for a moment contemplated the bringing of the whole work of the Charity Commission under the Minister of Education, because when they speak of him they say that he will of course be the President of the Committee for "Educational Purposes." I should take that as the basis of my division. That Commission seems to have thought that the educational purposes of the Charity Commission were separable from the legal purposes, and, only a few lines before they say that they deprecate the appointment of a new Commission because it would necessitate the discussion of many embarrassing questions not merely "on the limits of the province of each but on "the assignment of particular charities to one or the other, which would "never arise if the present Commission combined in charge of educational "and other charities." That means, I take it, as regards purely trust and endowment work. The view that I take has received also high sanction lately. I do not know how far I may refer to it, but there was an important Departmental Committee which sat lately at the Treasury which distinctly affirmed the judicial and non-political character of our work, and although I am quite aware that the late Select Committee has arrived at a different conclusion yet the evidence given by Lord Justice Davey before that Commission certainly strengthens my view in that direction. That evidence I believe is not before your Commission yet, but it will be soon no doubt. And I may perhaps add if it is not out of place here that I very much doubt whether in the interest of education it would be well to raise such a serious question as is raised by the transfer of the legal work of the Charity Commission to a political control in connexion with the very serious business, as to the need for which almost all are agreed, of establishing a Minister of Education. I should doubt whether in the interests of education it would be wise to encumber the question which the Commission I suppose are considering with this very large further question of the control of the legal work of the Charity Commission. And another consideration seems to be whether the need for that transfer is such as to call for a revolution of that which really is three-fourths of the work of the Charity Commission for the sake of one-fourth of their work. It is to be remembered, too, that this division between legal and educational work applies only to educational endowments, and that the *trusts* work (as it may more fitly be called) includes the making of schemes for non-educational charities. It may therefore be worth consideration, how a proposal to bring all this work under the control of a Minister of Education is likely to be regarded by those who consider that too much has already been done in diverting endowments from non-educational to educational purposes.

11,466. With regard to the proportion of the work done under the Charitable Trusts Acts I should like to ask you this question. We understand that a great many schemes framed under the Endowed Schools Acts are subsequently amended under the Charitable Trusts Acts?—Yes.

11,467. Do you include the amendment of those schemes under the work, the amount of which you have estimated, done under the Charitable Trusts Acts?—Yes, that is work done under the Charitable Trusts Acts, but I

guarded myself from taking proportions of work, they are incommensurable. As I spoke of the staff I ought to say that the staff attributable to the working of the Endowed Schools Acts would not include the officers employed on the amendment of schemes made under the Charitable Trusts Acts.

11,468. Which are numerous now-a-days?—Yes, there are a great many of them—20 or 30 perhaps in the year. The number is to be seen at the end of our Reports.

11,469. At present there is an appeal on these legal questions from your department to the Chancery Division is there not?—Yes, on certain points.

11,470. Do you see any difficulties in case this work was entrusted to a regular Government Department in there being an appeal from that Department to a court of law?—Yes, I do.

11,471. It has been pointed out to us that there is an analogous case in the Inland Revenue, that though the Board of Inland Revenue is presided over by the Chancellor of the Exchequer, yet there is an appeal upon numerous points of law from the Inland Revenue to a court of law, and no difficulties have arisen in consequence?—I do not know how far the Inland Revenue is or is not under the control of the Chancellor of the Exchequer. I know it has been said that it is, but if it is I should have been rather inclined to suggest that the case which was mentioned to you is an instance of the unfortunate results of the political control in legal matters. I believe the country was put to very great expense in that case by a political interference with administrative work. Mr. Gladstone in that very same case refused 30 years ago to interfere with the Commissioners of Inland Revenue upon that very point, and if his suggestions had been followed that case never would have arisen, but the Commissioners of Inland Revenue were, I suppose, authorised to raise the question, and it resulted in their being beaten.

11,472. It has also been pointed out to us that there is at present an appeal from the Education Department in respect of many of these charities to the Privy Council, and that in that case no difficulty would arise between the Minister and the courts of law?—There is an appeal of course in the case of our endowment schemes to the Privy Council, but there the appeal is from us.

11,473. It is nominally from you, but really it is from the decision of the Minister?—Yes. I have described at length in my evidence before the Select Committee how that has grown, and how it was not intended to be an appeal from the Minister. We are the respondents in those cases.

11,474. That is somewhat of a legal fiction, is it not?—Well, yes.

11,475. And the fiction serves its purpose in keeping the Minister out of a court of law?—It arises from that which was brought very prominently before the Commission the other day; that the Charity Commissioners have been forced from no fault of their own and from no fault of anybody else into a much more prominent position with regard to the Endowed School schemes, and that the Education Department is in a less prominent position than was intended. I think it all arises from that.

11,476. Then we understand that your objections to transferring the whole of the Charity Commission work to a regular Government Department are based on political grounds, on the undesirability of introducing political questions into some of these schemes, on educational grounds, and also I believe on administrative grounds. You think the volume of work would be too great?—Yes; and the difference in kind between the two classes of work is so great that I think it would be undesirable to bring them together. At present of course they are mixed to a certain extent, and perhaps I am in a better position than anyone else, having to act as a link between the two sides, to see what the difference is. Very different considerations indeed govern them. I cannot help feeling that the Minister of Education will have his hands quite full enough, if I may say so, without taking up work which everybody knows is very thorny,

and which involves considerations altogether different from those involved in the Educational Acts.

11,477. There was a time, was there not, when the working of the two separate Acts was in different offices?—Yes.

11,478. And great inconvenience arose from that division?—The inconvenience there, which was very great, arose from the fact that the line was not drawn in what I consider to be the right place. The Endowed Schools Commission took over part of the legal work; they took over the drafting of the schemes and the dealing to that extent with the property. I think there is a lesson to be learnt from the failure of that division. I should suggest that the scheme-making, the actual drafting of the schemes, should remain with the Charity Commission as part of the legal work, but that they should get their instructions educationally from the Minister of Education.

11,479. Whatever division you take you would not deny, I suppose, that there is a great convenience in having both sides under the same roof and in constant communication with each other?—Yes, no doubt there is. That is one of the advantages no doubt which are on the other side. I do not for a moment wish to deny that there are advantages. But the disadvantages of that course are strongly pointed out by Mr. Fearon in his evidence in 1886. Question No. 5884 I think it is.

11,480. Therefore your general conclusion would be that the educational functions of the Charity Commission should be vested in a new Minister of Education, and that the legal control of educational endowments should remain with a body like the present Charity Commissioners?—Yes; and perhaps I may make one more quotation from Mr. Roby's speech, which I think helps me to answer that question. At page 1263 of Volume CCCLV. of Hansard he said:—"I should be in favour of putting a large portion of "the work of framing new schemes and amending existing ones under a "department of the Education Office. The Charity Commission would "continue to exercise many of their old powers, but the new powers "granted by the Endowed Schools Acts, which relate to matters that "excite the most feeling in the country, would, I think, on the whole, be "more simply and more satisfactorily dealt with by a department of the "Privy Council." I take that to hint at something like the sort of division which I contemplate.

11,481. Even under this reconstituted scheme I suppose there would still be questions, which excite a good deal of feeling, which will have to be dealt with by the Charity Commission?—Do you mean with reference to educational endowments?

11,482. The alteration of trusts and their movement from one locality to another?—I contemplate that being entirely decided by the Minister of Education. If he wishes to take an endowment from one place and put in another, he must be responsible for doing it.

11,483. You are speaking now purely of educational endowments?—Yes, I am speaking purely of educational endowments. The question only arises in the case of educational endowments. The Minister of Education would have to take the responsibility of such a move and the transfer which I suggest would very materially lighten the work of the Charity Commission. There is no doubt that the work of the Charity Commission would be much more like what it was originally, and much more capable of being handled I think by a non-political body. That consideration, and the consideration that we shall have local authorities to help us in our ordinary charity trusts work, and that we have now a real Parliamentary Commissioner, who is of great use to us, lead me to think that the Charity Commission when relieved from what is a serious burden, looked at from one point of view, may well go on as it is.

11,484. You would be satisfied with the Charity Commission, as regards the work, being represented in the House of Commons by an unpaid commissioner?—Yes. The unpaid commissioner, I think, is a growing success. He has helped us very much.

11,485. You do not think you want a more responsible person such as a Minister to defend you in case of questions arising?—No. There, again, I should not like to speak too positively, but I cannot help thinking that the Parliamentary Commissioner has not been fully tried yet. Each year he has been a growing success, and when our work is lightened, as it will be lightened when there is a Minister of Education, and when we are helped on the other hand by the new local authorities, I think our work may go on as it is unless something occurs which I do not at present contemplate.

11,486. (*Sir Henry Roscoe.*) I did not quite gather your views with regard to the organisation of the Department of the Minister of Education. You said, I think, to begin with, that you desire such a department to be on the footing of an ordinary department with a permanent staff under the Minister, rather than one dependent upon a council; yet afterwards you gave as your opinion that a council under certain circumstances was desirable. Might I ask you to explain exactly how that was in your mind?—The council which I suggested was a council whose functions are strictly limited to examination and the registration of teachers; the sort of council which is contemplated in that section of the last chapter of the Schools Inquiry Commission Report which is headed "Internal Management."

11,487. Simply for the internal management of the school?—"Internal Management" is a term I never quite understood in that context and therefore I thought I had better explain it by saying that the two functions would be simply the control of examination and the registration of teachers.

11,488. In what respect would it be necessary to have a council of that kind for that particular purpose, when it is not found to be desirable, or at any rate necessary, in the system of primary education as existing at present?—I think as regards the registration of teachers a council would command more confidence, and as regards examination it seems to me desirable to get together those representatives of the Universities in whom teachers would have special confidence.

11,489. Then would you place the examination system of the Science and Art Department in the hands of such a council?—I have not thought out the details and I do not speak positively about this council. The drift of my answer to the Chairman was this: I had rather not suggest a council at all, but if there is to be a council it should be for those two particular branches of work.

11,490. You do not put it forward at any rate as a matter of necessity?—No, by no means. I have not thought enough about it to enable me to do that.

1,491. Then with regard to this question of the relation of the Charity Commission and its suggested reorganisation, you mentioned that there are a number of difficulties which are met with in the proposal which you make, as no doubt there would be in any other. One of the difficulties might possibly be that in many cases the educational purposes of the trusts, and the other purposes to which the money is applied, are so closely allied as to render the treatment by two different departments almost impossible. Do you consider that such cases exist?—No, I fall back again on the experience we have in dealing with trusts for primary education. The work that I contemplate being left to the Charity Commission is mainly work concerned with the property—the sales and leases and management of property.

11,492. But for instance take the case of a trust in which a portion of the money may be used for the foundation of almshouses or for the repair of rectories or other buildings, the residue only going to the assistance of the school, so that the amount of the fund available for educational purposes is of a necessarily varying character. How would you propose to deal with a case of that kind?—I think the legal branch would have to deal with that. They would have to settle how much was applicable for education.

11,493. But where there are varying first charges for repairs to houses and so forth, it would be impossible, would it not, to fix upon a definite amount which could be available for educational purposes?—Yes; but in no case could that be done. Supposing the whole work were under the control of the Minister of Education, that difficulty would arise every year and would have to be settled. It would be impossible for him, as for the Charity Commission, to say, "next year there will be 300*l.* available." That is a difficulty inherent in the case you put, I think, and if my organisation were to be adopted, I think we could easily take care that the almshouse branch, having the first charge, should not take too much. We could control that.

11,494. You do not think that the case is one of insuperable difficulty?—No; I have had large experience of such cases and I do not think the difficulty would be insuperable. We are accustomed to deal with such cases every day. We have often to take care that the people who have the first charge do not rob the educational residuary legatee.

11,495. But that would be done rather by the legal authority, as you put it, to begin with, and they would then have to state what amount of fund would be placed at the disposal of the educational authority?—Yes, I think so.

11,496. (*Dr. Wormell.*) Do you think that where an endowment is partly educational and partly non-educational, if it can be easily divided into two definitely, it would be for the interest of education?—Yes; it is always better to apportion endowments if you can. We try to do that and succeed in doing it very often.

11,497. With regard to the council, assuming it to be needed, would you make the Minister of Education its official chairman or what would be the relationship between the Minister and the council?—I am afraid I have not thought out the matter sufficiently to answer that question.

11,498. (*Dr. Fairbairn.*) May I ask you a question relative to the constitution of the two county authorities you referred to—Devonshire and the West Riding of Yorkshire?—I am afraid I could not tell you. All that happened before I was connected with the Charity Commission, about 25 years ago. There is hardly anyone connected with the Commission who could tell you now. Mr. Richmond is more likely than anyone to be able to tell you. It was before my time.

11,499. You can neither tell us how they were constituted nor how they got into action?—No, I am afraid I cannot. I know there was an attempt made and that is all I can say.

11,500. As a matter of nomenclature, do you think that educational endowments are happily named "charities"?—If you ask me as a lawyer, of course, by "charities" I mean that which the English law considers a charity, and that term is very far from being confined to purely eleemosynary things. There is no doubt that the legal word "charity" and the ordinary word "charity" have very different meanings, and that difference, of course, does tend to misconception. "Charity" in the sense of the English law is any public use.

11,501. Any public use of public money?—No, not of public money.

11,502. Any public use of money left for public purposes?—Yes; a charitable trust is created when money is dedicated to any public use. Money dedicated to building a bridge or the relief of the rates or anything of that sort is a charity.

11,503. In carrying out the scheme of division of educational and legal work the division is not quite complete, is it? You defer, according to your own words, in certain cardinal cases, to the minister?—And in the same way if the whole thing were in the hands of the minister the educational considerations would prevail in the case of educational endowments.

11,504. That is precisely what I want to bring out. In the case of endowments left for education is it not necessary that the educational

rather than the legal mind should rule in regard to decisions?—Well, it depends what the subject matter is. The educational mind must not go contrary to the law.

11,505. Certainly not; but no more must the judicial mind act independently of the educational?—As regards the construction of an Act of Parliament, if any such question arises of course that would be so. But what I mean by the legal work is, generally speaking, the administration of property. That is the legal work we have to do with in educational endowments other than purely educational work, and that I think, might well go on side by side with educational considerations.

11,506. It is not possible, is it, for this Commission to ignore the legal side of the question of endowments?—Certainly not as long as endowments are subject to the law of trusts.

11,507. And it must therefore make up its mind as to the relation of the legal or administrative as well as the educational work of the Charity Commission?—Yes.

11,508. (*Lady Frederick Cavendish.*) Did I understand you to say that the question of the transfer of endowments never arose except for educational purposes?—The question of the transfer of endowments from one locality to another I do not think arises except educationally. I do not recall an instance.

11,509. I thought it might occasionally arise in the matter of charitable doles or almshouses?—Not a transfer from one locality to another, I think. Doles are often converted to other benefits in the particular locality, but I do not think that doles, except for educational purposes, are taken away from one locality to another.

11,510. (*Dr. Fairbairn.*) I think you said that, as regards transference of endowments, the question must be decided by the minister?—Yes.

11,511. Is not that giving to him a judicial function, making the incorporation of the charitable side necessary?—No, I should say certainly not. The transfer of endowments is a question of policy under the Endowed Schools Acts. That is one of the most serious questions of policy which arise, and it is a question so serious that we have hardly ever been able to grapple with it. It is a question of policy entirely, I think.

11,512. (*Mr. Hobhouse.*) Would you entrust that to the decision of the Minister?—Yes, certainly.

11,513. (*Sir John Hibbert.*) You propose to transfer the educational functions of the Charity Commissioners to a Minister of Education, and to retain legal control over educational endowments in the hands of the present Charity Commission?—Yes.

11,514. In doing that do you mean that the Charity Commission, for the purpose of transacting legal matters, shall be independent of the Minister of Education?—Yes. If the governors of an educational endowment wished to sell or exchange a field the Minister of Education would not be consulted in such a matter as that.

11,515. Who would be your mouthpiece in the House of Commons for these legal affairs?—Our Parliamentary Commissioner as he is now.

11,516. Have you ever thought of the plan of making the Minister of Education a Charity Commissioner during the time that he represents the Education Department?—He has been for a great many years. For about 20 years the vice-president was the unpaid Charity Commissioner, but it was found not to work at all. As the work of Elementary Education increased, he could give no time to the work, and it ended in this, that he merely answered mechanically; he gave answers which were put into his hands. Now the Parliamentary Commissioner attends the meetings of our Board and has an insight into our work.

11,517. Is the Parliamentary Commissioner that you have now proposed to be political or otherwise?—He changes with the Government.

11,518. Therefore it would be as desirable to have the Minister of Education representing the legal part of the Commission in the House of Commons as it is to have the Parliamentary Commissioner so far as politics go?—Yes. He is not strictly political, I take it.

11,519. Still if he changes with the Government it makes him political?—To a certain extent, Yes. There is a passage in our report which explains all these matters about the Parliamentary Commissioner; it is the 36th Report, pages 7 to 10.

11,520. Are you aware that there is quasi-judicial work done in several departments and still under the control of the political Minister of those departments?—Yes.

11,521. Take the Board of Trade for instance. The legal department there for the purpose of winding-up companies is a very important and large department, but that is entirely under the control of the Minister for the Board of Trade?—Yes. I think there is a distinction between our work and the work of any other department as regards its judicial character. I am sorry that the Commission has not Lord Justice Davey's opinion before it because he put it much more clearly than I can put it.

11,522. Is not that judicial work which has to be done by the legal department of the Board of Trade?—There is a good deal of work to be done by every Government Department in the way of construing Acts of Parliament, which may be considered judicial.

11,523. Take another instance—the Treasury. There is a legal department there; the Solicitor to the Treasury has most important judicial work to do; still it is under the control of the Chancellor of the Exchequer?—No doubt. I think the broad distinction is that which Lord Justice Davey took, that our work is not merely like judicial work, but it is judicial work; we do exactly the very same work which the Court does; we are a branch of the Court, and we do the same work which they do, but we do more of it. The work of making schemes, investing property and appointment of trustees, is done by the Charity Commission in a certain number of cases every day. It is not merely a question of an analogous work, but the work is exactly the same.

11,524. Having those views do you think it impossible to make your work link with that of the Minister of Education?—I do not wish to be understood as saying dogmatically that the thing could not be done, but on the balance of advantages and disadvantages, particularly considering the very wide divergence of opinion there is as to the transfer of our work, I think it is better that it should remain as it is.

11,525. I suppose the strong reason you have in favour of keeping the Charity Commission, in an independent position is that it should not change from time to time with a change of government?—Yes. I think that is one very strong reason. The case is happily put in the Report of the Committee to which I have just alluded, and to which I must not allude further.

11,526. (*Mr. Yoxall.*) Your proposal I think is, in brief, that a considerable portion of the judicial and administrative work done by the Commission now should be transferred to the Education Department?—Not the judicial work, but a considerable part of the work which affects the Education Department, should be transferred to the Education Department.

11,527. Therefore, supposing the educational work of your Commission were transferred to the Education Department, in any one case after a scheme had been passed it would happen that the work of your Commission with regard to the schools under that scheme would, after that date, be of a very occasional and intermittent nature?—Yes. Our work with all endowments is intermittent. They come before us prominently for two or three years sometimes, and then we do not hear anything more of them for 10 years.

11,528. So that, as a matter of fact, suppose it became evident that the separation you suggest must be adopted, the Minister of Education could for many years pursue the whole of the business of any given endowment for educational purposes without reference to the Commission at all?—I should think so.

11,529. So that practically the new Minister of Education would rule over educational matters except in very occasional instances?—Yes, I think I could adopt that.

11,530. You were not quite certain about the need for an Educational Council. I suppose you would recognise that the development of education, matters of curricula and things of that type, are extremely technical and special, much more so than much of the ordinary work of a Government Department?—Yes, they are, no doubt.

11,531. And that to decide those things with the fullest enlightenment, and in the best way, you would require a more expert knowledge in the determining body than you would upon many points of ordinary business matters?—Yes, but that expert knowledge of course might be got in more than one way.

11,532. But according to the rule of the Civil Service it would be difficult, would it not, for those employed in the department solely to obtain that expert knowledge within the limit of age allowed by the Civil Service Regulations?—No, I should hardly think that.

11,533. If you take the age of 35 it would not always happen that those entering the service of the Department permanently before that age or at that age would in the interval between leaving the University and that age have obtained full experience and expert knowledge of educational affairs?—I should have thought that by that age a man might have obtained very considerable acquaintance with educational affairs; but it does not follow that he should come in at that age either, because many persons are appointed to high positions in the Civil Service after a professional career.

11,534. You would recognise, I suppose, that there would be great advantage in taking into the Educational Council, the determining body of the new Department, men of much more advanced age than that, and of very long and very full experience of teaching in great schools?—I think it is a good thing in all branches of the Civil Service to bring in men who have had professional training.

11,535. (*Mr. Hobhouse.*) I think you have told us that your Department has some work at present with regard to the regulations of examinations?—The work is work which we to a certain extent have made for ourselves as is set out more at length in the paper I have just put in. It amounts to this, that in our schemes we provide that there shall be an examination and provide the conditions of it, and in our later schemes we have provided that we may in any year direct the examination to be held by a particular person or in a particular way. That is to meet any case in which we may find on inspection that the examination does not appear to us to be conducted *bonâ fide* or efficiently.

11,536. Do you think this work of supervising examination in schools could be better or as well exercised by a provincial authority as by a central authority; I mean such an authority as you yourselves are contemplating setting up for Wales?—It could only be efficiently exercised by an authority established on a very large basis I should think—wider than a county basis. My own predilection is so strong in favour of county organisation that I had not contemplated any such organisation as would enable the examination to be locally conducted.

11,537. Your own view would be that there is no necessity for any organisation between the county and a central authority?—I have not thought so.

11,538. You do not think that some of the counties in England are too small to work well by themselves?—They are no doubt. But the strength

of county organisation even from early times has been great. The county sentiment is so strong that I think it was always difficult to work across the lines of a county, and since the Local Government Act, 1888, I think it has been more difficult.

11,539. You are now in your Department, I think, bringing out what you call omnibus schemes for counties, vesting the appointment of members of governing bodies of Secondary Schools in the county councils?—Yes.

11,540. That is being done to a considerable extent?—That is being done to a considerable extent throughout the country.

11,541-2. The reason being that the county councils are largely helping these schools with grants?—Yes, and the immediate and practical reason being that the provision in the Technical Education Act for representation of the local authorities on the governing bodies of these schools is so difficult to construe and difficult to work and leads to such curious results that the county councils prefer to come to us and have their representatives made governors of the schools for all the purposes.

(*Mr. Hobhouse.*) We are very much obliged to you for your interesting evidence.

The witness withdrew.

G. W. Kekewich, Esq., C.B., recalled and further examined.

11,543. (*Mr. Hobhouse.*) We understand that you wish to supplement your former evidence on two points, the local authority and the central authority?—Yes.

Constitution of Local Authority for Secondary Education.

11,544. Will you kindly begin by giving us your views as to the best mode of forming a local authority for the purpose of the organisation of secondary education?—I think that if we were starting afresh, and the circumstances were not as they are at present, the proper form of local authority would be an educational authority specially selected for the purpose, dealing with all educational matters in its district. But inasmuch as the money under the Local Taxation Act has been assigned to the county councils, and inasmuch as primary education is now under the school boards, I think that in county boroughs the local authority should be a committee consisting of the members of the council with representatives of the school board if there is any school board in the district, and possibly representatives of the teachers in secondary schools. I think that also as in the case of the technical education committee of a county council there should be the option to add to that committee certain members from outside.

11,545. You think there should be an option on the part of the committee but no compulsion on them to do so?—No compulsion on them to do so. The object of course would be to strengthen the committee educationally.

11,546. Would you explain to us in what proportions these different bodies should be represented on this new authority?—That I have not fully considered, but I should think that the representatives of the school board should not be less than a third of the committee; that the representatives of the teachers in secondary schools might be confined according to the number fixed upon, to two or three.

11,547. How would those representatives be appointed?—They might be elected by the secondary teachers.

11,548. And the rest of the committee should consist of members of the town council chosen for their educational interest I suppose?—Yes. That would be left in the hands of the council.

11,549. You would give this body power to levy rates?—I should give the body power to levy rates.

11,550. Directly or through the school boards or town councils?—I hardly know what procedure is most convenient, but not through the school boards I should say; through the town council if not directly.

11,551. They would precept the town council?—They might precept the town council.

11,552. But you would still maintain side by side with this board the existing school board for the purposes of elementary education?—I think in the light of existing facts that would be the most convenient plan, and would be in the line of least resistance.

11,553. You do not see any objection to multiplying the authorities?—I think, as I said before, if we could start afresh it would be very desirable to have a single educational authority, but I doubt whether, in the light of existing facts, that is possible.

11,554. Now, will you please go on with regard to the counties?—In the counties I think you might constitute a committee similarly: there should be representatives of all school boards within the boundaries of the county area proportionally to the population under the school boards. I am aware that there would be this difficulty; that a large portion of the areas within the counties are not covered by school boards, and they possibly might claim educational representation; but in those areas it must be borne in mind that at present, at all events, there is no separate educational authority for primary schools.

11,555. There are the school managers and school attendance committees?—There are the school managers, but they can hardly be called an educational authority.

11,556. Your department recognises them as educational authorities, does it not?—I should not call them an educational authority. They have no power to levy rates; they have no power to supply schools out of rates.

11,557. They are not an elective authority?—They are not an elective authority.

11,558. Then you would not recognise their claim to be represented on those committees?—I do not think I should. If their claim was recognised in the counties it would equally have to be recognised in the county boroughs.

11,559. Where there was no school board?—Certainly, where there was no school board. But if you were to recognise the managers at all I do not see why they should not be equally recognised in areas where there are school boards.

11,560. Then would you put on these county committees any representatives of the teachers?—Yes.

11,561. In the same way as you put them on the county boroughs?—Exactly.

11,562. And you would have co-opted members?—Yes.

11,563. And you would cover the country with local secondary educational authorities of this kind?—Yes, subject to this, that they might combine.

11,564. Voluntarily?—Voluntarily.

11,565. You would put no pressure on them to combine?—No, I think it would be exceedingly difficult to compel separate authorities to combine now that the county is a recognised unit for so many purposes of local Government.

11,566. But you would recognise the advantages of some of the smaller counties and county boroughs combining for certain purposes?—Certainly.

11,567. Do you think that would be done if you left it to their free will without any inducement such as grants or public money?—I have sufficient faith in them to think that if it was educationally desirable, it would be done.

11,568. As it has been done in the case of Wales or as it is proposed to be done in the case of Wales?—Yes.

11,569. You think there would be certain purposes such as inspection and examination of schools for which it would be highly desirable to have larger areas than counties?—Yes, I do not see why Local Authorities should not combine for all purposes in certain cases, neither do I see why one local authority should not contribute to the support of a school in the district of another local authority. That is often done under the Education Acts.

11,570. A School Board can contribute to the support of schools in the district of another local authority?—That is constantly done. The combination of School Boards under the Education Acts proceeds no further than the combination for the support of a joint school. But the principle of combination and contribution has been carried on very much further under the Blind and Deaf Children's Act under which any number of local authorities, can combine; and there is no limit to the contribution by one Local Authority to the maintenance and establishment of a school in the district of another local authority.

11,571. Are you speaking now of the provisions of the Act of Parliament, or how it has worked in practice?—I was speaking of the provisions of the Act of Parliament.

11,572. It was only passed last year?—It was only passed last year.

11,573. So it has hardly had time to come into force yet?—It has not, but those are the provisions of the Bill, and the principle has been carried much further.

11,574. I suppose in that case there were special reasons for combination, as the number of the particular children affected would be very small in some localities?—That would be so.

11,575. It would be necessary to set up a common school for more than one district?—That is so; but in the case of a small county the case would be analogous in this way, that the number of children requiring Secondary Education would be only small comparatively.

11,576. But apart from voluntary combination between the county authorities, you do not favour the formation of any provincial authorities?—I think that the formation of a provincial authority would be quite an arbitrary combination. It would be a very different thing, for instance, from the combination of the Welsh counties. Wales is recognised as a unit. You would have to fix upon certain arbitrary divisions for provincial authorities.

11,577. But Wales was not recognised as a separate unit for educational purposes till the Welsh Intermediate Act, was it?—Wales is recognised in Acts of Parliament. You speak of an Act as being applicable to England and Wales.

11,578. You do not think it would be possible to form educational provinces of something like the same size as the Principality of Wales?—I do not say it would not be possible, but I think you would meet with opposition. It would be a difficult thing to do.

11,579. If it were possible, do you not think it would be desirable? Do you not think it would tend to relieve the central authority of a good deal of its work?—My experience is that large and powerful bodies are not so easily dealt with by a central authority as small authorities.

11,580. You would prefer to have to deal with smaller authorities?—I think I should prefer to have to deal with smaller authorities if I represented the central authority.

11,581. You do not think there is danger of the central authority being overwhelmed by too much detail if it takes in hand all the secondary schools over the country?—I do not propose that it should take in hand all the secondary schools over the country.

11,582. I mean to say the supervision of secondary schools all over the country?—I do not think that its work would be very different in the two cases.

11,583. Do you mean very different from the work of supervising elementary schools?—No, what I meant was this: that whether you had a provincial authority, or whether you had a county borough or a county authority, you would have the same number of secondary schools to supervise. It would merely mean that you were dealing with so many different bodies, and those bodies would not be very large in number. I am comparing now rather the work in that way with the work that we do under the Education Acts, and the enormous number of different authorities and different persons that we have to deal with. Our dealings would be limited to dealing with a number of counties and county boroughs.

11,584. You would have about 110 authorities to deal with?—I do not know the number, but that I should consider from my experience a very small number.

POWERS AND DUTIES OF LOCAL AUTHORITY.

11,585. Perhaps you would now explain to us what duties you would give to these local county authorities?—I think the duties of a local authority would be to supply, maintain, and aid schools.

11,586. Supply new schools?—Yes, supply new schools.

11,587. And aid the existing schools?—Maintain and aid the new schools and the existing schools.

11,588. And you would give it the power of managing those schools?—I should give it the power to manage those schools if it thought proper, but I should allow it to delegate the management of the schools to a local committee in exactly the same way as a school board is allowed to delegate the management of its schools to a local committee, which as you know is almost uniformly done in London.

11,589. But the local committees appointed by the school boards have very limited powers?—They have very limited powers, but they have the power of management subject to whatever rules the school board may lay down. I should give those committees the power of managing the schools subject to whatever the rules were, and subject to any scheme that the local authority prescribed.

11,590. Would you give those local authorities power to spend the rates on setting up new schools and maintaining them?—Yes.

11,591. Would you give them the power of setting up free schools?—It might be desirable in certain cases to set up free schools, but I would rather see the free Secondary Education given by means of free scholarships.

11,592. To the limited number of children who were really deserving of them?—To a limited number of children. Of course the object of free scholarships as against a free school is that a free education is more valued when it is obtained in the form of a scholarship.

11,593. You think that what is required in the way of Secondary Education for the poorer classes, might be supplied through these local committees by means of scholarships and low fees in schools, but free schools would not be required?—I think not if there were a sufficient number of scholarships. I should not limit the scholarships to children who showed that they were in need of such scholarships. I should make the scholarships open to everybody. You do not want to enable everybody, but by a proper system in that way you would enable the best of the poorer classes to pursue their way up. You ought to complete the ladder.

11,594. I presume you would limit these scholarships to pupils educated at elementary schools?—I doubt whether that would be necessary if there was a proper system of grading. If there was a scholarship open to the child who had been fully educated in a Higher Grade Public Elementary

School, I doubt very much whether it would be necessary to make any limitation. He would be as well educated there for the purpose of obtaining a scholarship as he would be in a private school.

11,595. You would leave these higher grade elementary schools, as I understand your scheme, under a school board as at present?—I should.

11,596. But there are many parts of the country where they do not exist. How would you fill their place in those parts of the country?—That is absolutely true, but I hope they will become more numerous.

11,597. Under the existing school boards?—Under the existing school boards they may become more numerous, but that would not cover the country with them.

11,598. Do you not think that the establishment of these, what may be called third grade technical schools, would be more likely to take place in most parts of the country under your local authority for Secondary Education than under the existing school boards?—Much of the country at present is not covered by school boards at all, and in those parts of the country you have at present no authority who can set up a lower grade school, and, therefore, unquestionably if you gave the Secondary Committee the power to set up these schools, it would be more likely that they would be set up than if the duty were left entirely to the existing school boards; because there are no school boards to do it.

11,599. And would you give these local authorities the power of setting up schools similar to the higher grade elementary schools?—I think that that would be necessary if you are to cover the country with scholarships available for the poorer children.

11,600. You do not think there would be any danger of conflict or overlapping in places where there are school boards with higher grade schools already?—I do not think they should have the power to set up higher grade schools where there is already a sufficient supply.

11,601. But supposing there was a difference of opinion between two authorities as to what was a sufficient supply?—I should think that would be a case in which the central authority would come in.

11,602. Would you give this new authority power to set up schools analogous to these higher grade schools and make them free?—I do not think I should. I think it would be sufficient if in those schools there was a fair number of free scholarships.

11,603. We understand that the present practice of your department is to require that a new higher grade elementary school, when established, should be made free?—That is so.

11,604. Because you think that that is required by the provisions of the Elementary Education Act, 1891?—Yes.

11,605. You do not think that that policy should be extended to the schools of the same type set up by the new authority?—If they were schools of exactly the same type it would be a different matter, but I do not understand that they are to be schools of exactly the same type. The higher grade schools that are set up by school boards are elementary schools. They are not secondary schools at all. They are simply elementary schools in which the major part of the instruction given is in the obligatory subjects of our Code. The higher grade part of the school, so to speak, comes in at the top.

11,606. But surely in many of these schools a very large proportion of the children are receiving education chiefly in what may be called secondary subjects under the Science and Art Department?—I can only say that if the major part of the instruction given in the schools was not elementary instruction they would not be qualified to receive a grant under the Code.

11,607. In the school as a whole?—Yes, in the school as a whole. It is an elementary school.

11,608. Would you put any limit to the rate that might be levied by these new authorities?—That I have not considered. The rate is limited in the Welsh case. I should think that considering the much larger number of endowments that are available in England, the Welsh limit would be sufficient for England.

11,609. You would give them power to borrow and take land compulsorily?—Yes.

11,610. As school boards have now?—Yes, as school boards have now.

11,611. And you would give them all the powers of the county council committees under the Technical Instruction Acts?—Yes. That would be practically the amalgamation of the two bodies, getting rid of one authority. I should like to add to that, with regard to having power to borrow and take land compulsorily; that I conceive that there would be a difficulty in a case where the local authority wished, as the cheapest way of providing Secondary Education, to add buildings to an endowed school, and to take land and borrow for the purpose of increasing that endowed school in which the local authority might have no property; but I think that the case is somewhat analogous to the case of a school transferred from school managers to the school board under the Education Acts. There the school board take over a school, but they only take it on a lease. In this case they would not take over the school at all. I do not know, however, that that makes much difference to the argument. If a School Board add a building to or spend money on a transferred school, which remains the property of the managers, subject to the lease, the school board have the power under the Education Acts to hold on to the school until the money that they have expended has been repaid to them by the managers; and I think that some analogous provision might be made, as regards secondary schools, in cases where the local authorities spend money to add to an endowed school.

11,612. You would not give them the power of spending this money on endowed schools without the consent of the governing body?—No, I presume they could not.

11,613. (*Mrs. Sidgwick.*) The higher grade board schools are not now allowed to charge fees?—Not the new ones.

11,614. Is that a deliberate policy on the part of the Department or merely the interpretation of the law?—That is merely the interpretation of the law.

11,615. Would the Department take the view that it is desirable, or would they not have an opinion on the point of whether a higher grade school should be allowed to charge a fee?—In the case of new schools the Department is governed by the provisions of the Free Education Act.

11,616. (*Dr. Fairbairn.*) If there is to be a special local body created for Secondary Education it will be very necessary to distinguish accurately secondary from primary education, will it not?—I doubt whether you will ever be able to distinguish it by an exact line, but probably the opposite of the definition of an elementary school in the Education Acts might serve the purpose. The definition of an elementary school in the Education Acts (I forget the exact words) is, a school in which the greater part of the education given is elementary education, and, probably, the definition of a secondary school might be, a school in which the greater part of the education is in secondary subjects.

11,617. That allows it to overlap?—Yes, it allows for overlapping.

11,618. And for variety of overlapping?—Yes, for variety of overlapping.

11,619. Would you consider organised science schools elementary or secondary?—I should consider them secondary.

11,620. Those have been created for the most part by existing school boards?—Yes.

11,621. Would you remove them from the hands of those boards?—With regard to organised science schools, I think it follows that they would be removed from the hands of the boards.

11,622. Do you think that school boards, or those who have created school boards, would tolerate such a removal?—I think there would be strong opposition. But I should like to point out this, that when school boards have set up organised science schools they have set them up not under the powers they possess under the Education Acts. If a school board was to spend money out of a rate upon an organised science school, it would be surcharged by the auditor of the Local Government Board the money that it had so spent. There is nothing to prevent a school board, so far as I know, carrying on any trade that it would like to, or doing anything that it pleased to do, provided that it does not spend money out of the rate.

11,623. In this case, however, you have to deal not with the sources of income or the powers of the school board, but you have to deal with the simple fact of what it has accomplished, have you not?—Yes.

11,624. Can you therefore propose the creation of a perfectly independent authority to deal with secondary education in a district where it has been so largely dealt with already?—With regard to the extent to which the school boards have set up organised science schools in any districts I should hardly consider that they have dealt largely with the question of Secondary Education. They have dealt for instance very little with the literary side of it.

11,625. That there have been, as you know, special reasons for. But as a matter of fact to the extent to which they have been able to go they have dealt with secondary education?—They have dealt with it, because there was no other body to deal with it and the school boards, in what I always consider to be a very admirable manner, have stepped into the gap.

11,626. From the side again of their own pupils have they not responsibility for their pupils up to a given age?—Up to a given age or up to passing a given standard.

11,627. If they have responsibility for their pupils up to a given standard, can they turn out their pupils, say, at 11 years of age?—If they have passed the given standard.

11,628. And you would have them to cease at once from having more to do with them?—As a matter of fact they do cease at once to have anything more to do with them. They cannot compel a child who has passed a given standard to come to school, even though he may be under the age of exemption.

11,629. There is no legal compulsion, but has there not been the compulsion of circumstances?—Certainly.

11,630. And they have dealt with that to the extent of their powers, have they not, in many places at least. They have dealt with that to the extent that they had opportunities or powers in creating science schools?—Yes, I think they have in some cases.

11,631. Then again in the constitution of your local authority you propose that teachers elected by teachers be on a board that can indirectly levy rates?—I did not say that I was certain whether the power of levying rates ought to be given to the Committee or whether it ought to be left in the hands of the council, but I should think that it would be better that the Committee should have the power of levying rates and serve their precept on the council.

11,632. Would it be in harmony with what is the custom and practice for a body, with members in it representative of special interests, to have that power?—I do not think it would, but it seems to me that if you want to have a satisfactory committee you must admit a certain number of persons from outside. It might be possible that you might exclude them from the power of voting as to the rate. You might give them only a limited interest in the Committee.

11,633. Then it would be your proposal to exclude them for all purposes save the administration of schools. Would that be it?—To exclude them from financial business of that kind—from levying rates.

11,634. I do not exactly know what relation you would establish between the Council, whether borough or county, and the governors of the old endowed schools?—The question has been largely dealt with in the Welsh Act. It might be possible for them to frame schemes dealing with all the endowments within the area.

11,635. That would be a very serious matter for any local council, would it not?—It has been done in Wales.

11,636. I am asking you to look at the state of endowments in England: and I ask you if you think it possible, say in Lancashire or Yorkshire, for example?—It would be a very difficult matter no doubt.

11,637. This is a cardinal thing, having to define the relation of the new local authority to the old governing bodies?—Yes.

11,638. And you have not anything to propose?—I have nothing to propose to that beyond what I have said.

HIGHER GRADE ELEMENTARY SCHOOLS AND FREE EDUCATION.

11,639. (*Mr. Cockburn.*) Is it the interpretation of the Assisted Education Act by your Department that no further elementary schools after that particular date, I think it is January 1st, 1892, should be established that are not free?—I am not prepared to say that. But my Department does not consider that the conditions under which a fee is allowed to be charged in a new school have been satisfied in many cases. In some cases I think higher grade schools have been allowed to charge a fee recently, but as a rule we do not allow it.

11,640. With certain reservations then, which are reserved for the vice-president I suppose, the Act provides that elementary schools shall not be established after that date to charge a fee?—Yes. The Education Department is permitted to allow any elementary school to charge a fee if it is satisfied that there is sufficient free education provided in the district and also that the charge of a fee will be for the educational benefit of the district. Those conditions we are bound by.

11,641. Then you might still under certain circumstances allow of the opening of a new elementary school charging a fee?—Yes, if those two conditions were satisfied.

11,642. That is if they were satisfied in the opinion of your Department?—Yes.

11,643. Do you know how many higher grade schools in the country have been freed?—I could not tell you that.

11,644. Have there been any more than Sheffield? I think there are altogether 60 higher grade schools, are there not?—I could not tell you the number. I know Sheffield is free. You are speaking, I presume, of the old higher grade schools.

11,645. Yes. Schools that formerly charged a fee, and that might have gone on still charging a fee if they had chosen, but of their own volition they have changed and taken advantage of the free Act. Is there more than Sheffield?—I could not tell you.

11,646. Generally speaking, all the school boards are anxious apparently to still go on charging a fee in their higher grade schools?—Yes, I think they are; but I believe that their reason is not usually an educational reason. Their reason is this: they feel that if they gave up the fees that are charged and received in the higher grade schools, that is, the fees which they have a right to receive under the Act of 1891, they would throw the amount of those fees upon the rates. It is a small sum, but it often leads to considerable agitation in school board districts.

11,647. But would not the charge of a fee in any board school go in relief of the rates?—Certainly; but if they give up a fee which they have a right to charge they do themselves by their action throw something more upon the rates.

11,648. What you mean is, I suppose, that there may be districts in which there may be a certain amount of hostile feeling towards the higher

grade schools, which is removed by the fact that fees are charged, and the schools in fact made self-supporting?—No. I mean that in many cases if a school board by its action throws upon the ratepayers a sum which it need not have thrown upon the ratepayers, and might have got out of the parents' pockets, that is often made a great deal of in the school board district. We have found that argument constantly used in cases where school boards have endeavoured to establish a new higher grade school and where they have proposed a very small additional charge upon the rates; we have found that the question has been made a very burning question in the school district.

11,649. And the charging of a fee or the non-charging of a fee has made all the difference?—Yes. But the argument that has been used has almost always been the rates, or it has constantly been the rates. I have never heard a strong educational argument against a higher type of elementary school being free.

11,650. Then has the decision of your Department, that there shall be no further elementary schools established except those that are free, very largely tended to put an end to the erection of higher grade schools in the country?—I am not prepared to say that.

11,651. Except for that interpretation do you know of certain districts which would have higher grade schools, for example, Stockton, Batley, and other places?—I do not know that they have not got them.

11,652. They have not?—Then I think that shows too strong a regard for the ratepayers' pockets.

11,653. You do consider yourself that higher grade schools are an essential top to an efficient school board system?—Yes, I think so. I think it is very desirable in a large school board district, such as Manchester, or Leeds, or Sheffield, to have a higher grade school to which the children can be passed up from the lower elementary schools. In Cardiff, which is a case that I know very well, the children are passed up by examination mainly at a certain standard, the children from voluntary schools as well as children from board schools.

11,654. In speaking of the local authority you said that you would have it vested in the Council. Did I understand you to mean the optional addition in their judgment of members of the school boards and other outside educational experts, or the compulsory addition?—The compulsory addition in the case of school boards, optional addition in the case of outsiders.

11,655. I suppose it is the fact that the county councils already possess that excise money and the power vested in them to levy a 1*d.* rate which causes your mind to go in the direction of making them the Secondary Education authority?—That is so.

11,656. And, but for that encumbering legislation you would not, I suppose, think of making the county councils an educational authority, would you?—I think I may say to that, that if that legislation did not exist, if the local taxation money was coming now after the passing or after the introduction of a Secondary Education Bill, I should be inclined to have a separate elected educational authority for all educational purposes; that is both for secondary and primary education.

11,657. I understood you to say that you would constitute this new committee in the main from the county councils?—Yes.

11,658. Suppose we take the other side, and, recognising the difficulty that now exists from the county council having this excise money and this power to rate, suppose that the school boards where they exist were made the backbone, and they were to have added to their number representatives of the county councils, and also have the power to add to their number, of course optional with regard to experts and compulsory with regard to the council—in point of fact reversing your own proposal; have you ever thought of the desirability of that view over the other?—Yes. I think, as I said before, that the other proposal would be on the line of

least resistance, because the money is now in the hands of the county councils, and it would be a difficult matter to legislate with regard to taking away money from their control.

11,659. But looked at educationally, I understand your opinion to go in the direction of having education of all kinds, from primary up to university, in the hands of one board of education, if that were possible?—Yes, elected *ad hoc*.

11,660. Would not the nearest approach to that, and still at the same time giving the full recognitions to the monetary value which they possess, be the education boards which already exist, and which are the only elected ones we have, adding to their number the representatives of those who have the excise money and this power to rate?—The county councils have already certain educational powers, and a certain educational authority over Secondary Education. They have the technical education committees, and they spend the local taxation money on Secondary Education.

11,661. Then you see no need for any intermediate authority between the county and the central authority that should be under a Minister of State?—No, I do not. I think that the system would work well without any intermediate authority. For the reasons I have already stated, I think it would work better without than with an intermediate authority.

11,662. Will you tell me how you would expect that in our large county boroughs, where there are no provisions made for higher grade schools, which you know are carrying on a very advanced system of Secondary Education, they are to go on, if they are to remain under school boards and a new rating authority established with power to erect, side by side it may be, rival and competing schemes of education or schools?—I do not see why they should be rival and competing schemes of education. The lower grade schools that would be established by the new authority would not be elementary schools at all, or at any rate they ought not to be elementary schools at all, although they might undertake, so far as the higher part of the work of the higher grade schools was concerned, much the same work.

11,663. But surely if they admitted children at all ages they would be doing elementary work too, would they not?—But you would still have in the higher grade schools your children in the standards. These would be children out of the standards.

11,664. I am speaking of the possibility of the creation of new schools by this county committee. If they admitted children at all ages would not they have children overlapping from A to Z?—They ought not to admit children of all ages. They ought to admit children who were, as the phrase goes, out of the byelaws.

11,665. Then do I understand that you would restrict the scholars in those new schools you would set up, to a certain age, or to children who had reached a certain point educationally?—Yes.

11,666. Then how are they to deal with the secondary schools existing in their particular localities now. Are they not to take them over or take them into their cognisance in any way?—As regards the existing schools they might; but as regards the new schools I think they should be confined to children who would no longer require elementary education pure and simple.

11,667. Take a concrete case. Take our own town, which I think you know pretty well. We have there a first grade grammar school. In your idea would that school come under the county authority?—That is an existing school, and it is worked according to a scheme.

11,668. And it would remain outside this new authority to be created, would it?—It might or might not. The new authority would not set up that school.

11,669. It would find it set up?—It would find it set up.

11,670. But would not govern or control it?—It would not govern or control it.

11,671. Then would it have to take that school into account in its estimate of the need for new accommodation?—Yes; I think so, so far as it went.

11,672. Would the new authority be compelled in the same way to recognise the grammar schools as accommodation, and also be compelled to recognise the existing higher grade schools as provision for Secondary Education?—I think that it might recognise the higher grade schools to a certain extent, so far as regards limiting the necessity for the establishment of schools of a lower grade, but not beyond that. I mean, that if the local authority had to schedule secondary schools of the lower grade, it would not, I presume, schedule the higher grade schools, but it might at all events say this: in the presence of an excellent higher grade school of this kind the need for lower grade accommodation in secondary schools becomes less. It would have to take all the circumstances into consideration. You know the difficulty of drawing a hard and fast line.

11,673. (*Mr. Yoxall.*) The ideal you have sketched of one local authority dealing with all forms of education lower than university education is, of course, one that appeals very strongly to all educationalists, and I do not quite see why you should throw away all hope of that ideal upon the argument you have put forward. You speak about the line of least resistance. May I ask whether you do not recognise that there must be in future sooner or later, and probably sooner than later, the abolition of the system under which there can be a small school board of five members with a paid clerk for a school containing 25 children?—You are asking me a question which, I think, might more properly be addressed to the vice-president.

11,674. I will put it in another way. Supposing that that system became abolished it would then become necessary to replace that small school board by a better and a larger authority?—Yes.

11,675. It would be advisable, therefore, to keep in view all along the possibilities which might result from a change in the present constitution of school boards for primary education. We discover among the existing school boards, even among the largest of all school boards in the provinces, a disposition to abdicate their present functions and disappear in order to reappear as boards of education. Would not that be in your opinion quite as feasible a thing to do, since legislation will have to be obtained in any case, as to set up a composite body of the kind you have mentioned?—Then the school boards would have to take from the county councils the money which has already been assigned to them, which as I understand the law is money which might be, if the county council so chooses, applied in relief of rates. The money is not definitely assigned by law, as I understand, to Secondary Education although it is used largely by county councils for it. But you would take away money which has been assigned to the county council and which may be used, if they think proper, for other purposes.

11,676. You recognise that legislation would have to take place in any case. Would it require more parliamentary time and be more difficult to establish one authority of the type I have mentioned with the educational powers that are now entrusted to county councils entrusted to it, than to set up the composite body you have mentioned, with all the other complications?—I think it would be much more difficult legislation. I think that in order to carry a bill of that kind you would have to have a very strong Government in power.

11,677. And that is one of your reasons for taking the line of least resistance?—That is one of my reasons.

11,678. Now with regard to the composite body which you suggest. You propose that the teachers of the secondary schools and the school boards should be represented on that body?—Yes.

11,679. If members of the school boards should be presented on that body, why should not the school board teachers be represented on that body?

—I do not know that there is any particular reason why they should not be represented, but the secondary teachers would have a better right.

11,680. You would not exclude the teachers in board schools from representation?—I do not know that there is any reason why they should not be represented.

11,681. I suppose the argument for the presence of school board representatives upon the composite body is that it is advisable that those in charge of public elementary education in the locality should be present on the other educational authority in order to see that there is a suitable amount of dovetailing between the two departments?—Yes.

11,682. And if secondary teachers are represented because they are teachers in secondary schools, similarly teachers of primary schools ought to bring their expert knowledge and advice to the settlement of questions of dovetailing, correspondence, and correlation?—Yes, I think they would be useful to that extent; but the position of secondary teachers is much stronger, and the question is whether it would really be necessary to weight the body by having upon it representatives of elementary teachers.

11,683. But you would not absolutely exclude them in your own view? —I think it is a very difficult question. It is a question of whether the results that would be obtained from it would be worth having. I should rather doubt it.

11,684. Your experience of the department with regard to the administration of considerable numbers of schools by one authority would lead you to suppose, I should think, that it would not be necessary for the local authority we are now contemplating, in setting up a new secondary school, to obtain for that school a scheme such as is now obtained for an endowed school from the Charity Commissioners?—I do not think it need.

11,685. You would imagine that the secondary authority, as constituted according to your plan, would be able to manage as well as to establish secondary schools without a formal Parliamentary or Commission scheme? —Yes, I should think so.

11,686. How far does your suggestion about free scholarships obviating the need for free schools go? Do you refer to scholarships for very clever children only, or scholarships for children of ordinary abilities who come from poorer homes?—My idea of a scholarship is that it should be a step in the ladder which enables a child to go to a point at which he is likely to be of use to his country. All that I desire to do in establishing scholarships is to enable the really clever child to climb that ladder, not to exclude the clever child who is born of poor parents from rising to complete his education at the Universities, or the engineering school, or anything else, on account of his poverty.

11,687. And would you limit the scholarships to the very clever children only?—I should limit the scholarships to clever children. According to their degrees of cleverness they would climb the ladder up to a certain point. They would fall off at different rounds.

11,688. (*Dr. Wormell.*) You know that in rural districts great difficulty presents itself from the fact that the few who require Secondary Education are so widely scattered?—Yes.

11,689. Do you think that difficulty might be met by adding a small higher grade fee-paying department to the elementary schools in rural districts?—It might be met by adding a higher grade department, but I am not sure whether it ought to be a fee-paying department. However, that is a question which rather concerns the policy of the Government of the day than my own opinion.

PLACE OF HIGHER GRADE ELEMENTARY SCHOOLS IN ORGANISATION OF SECONDARY EDUCATION.

11,690. (*Sir Henry Roscoe.*) I understood you to say that you consider that the curriculum of the higher grade board schools forms an important part of elementary education, or at any rate is an important addition to the system of elementary education as carried out below the seventh standard?—Yes. What I said was, I think, that a higher grade school must

be an elementary school if it is to be recognised at all or receive a grant from the Education Department, and also under the Education Acts a higher grade school set up by a school board must be an elementary school, that is to say, the principal part of the instruction given in it must be elementary.

11,691. But a considerable portion of the instruction that is given does not come under your present definition of elementary instruction?—Yes, a considerable portion does not come under our definition of instruction in elementary subjects.

11,692. And therefore so far that portion of the school is not an elementary school?—The school as a whole is an elementary school, but at the top of it it no doubt dovetails into secondary education.

11,693. And I understood you also to say that you would consider that such a school, giving such instruction, is doing good and useful work?—Yes, very, I think.

11,694. We have had it in evidence, I think, that, comparing the work done in the higher portion of the higher grade schools with the work done in such schools as the well established and successful grammar schools, there is a considerable difference in the style and in the system of work; that the one is, as it were, a continuation of the elementary school system, whereas the other is a system of instruction of a different character. Do you admit that?—I am not familiar with the instruction that is given in the grammar schools, but no doubt the instruction at the top of the higher grade schools is built upon the elementary instruction given in those schools, and it is a continuation of the same system of elementary instruction.

11,695. The arrangement of the standards was made, I think, in 1870. May I ask did the seventh standard exist in those days?—I think not.

11,696. The seventh standard has been added since the Elementary Education Act, 1870?—I think so.

11,697. Since that time I suppose we may all admit the progress of education has been very considerable?—Yes.

11,698. Has it ever occurred to you whether it might be possible to further extend the term of elementary education? As we have found that the seventh standard has been added, might we not have an eighth, a ninth, or a tenth standard, and thus include in the definition of elementary education such subjects as are taught in the higher departments of the higher grade board schools?—The eighth standard, if there could be an eighth standard, would be a standard like all those below it of reading, writing, and arithmetic. I believe that at one time it was actually proposed by the Education Department to add an eighth standard, but that project was not carried out.

11,699. You say it is reading, writing, and arithmetic, but it is of a graded character. You read, but you read differently in the seventh standard from what you do in the lower standards?—Yes.

11,700. Therefore, it is only a way of satisfying the public mind to say that elementary education consists of the three R.'s?—Well, the standards do not go beyond the three R.'s, and the standards are standards of reading, writing, and arithmetic. That is the meaning of standards under the Act and the Code.

11,701. But you include in the seventh standard a considerable number of specific subjects?—No, not necessarily in the seventh standard.

11,702. Class subjects at any rate?—No, not in the seventh standard alone. The class subjects are taught throughout the school from the first standard up to the top. The specific subjects are taught in Standards V., VI., and VII. They are taught in three standards, not only in the seventh standard; and class subjects are taught in all the standards.

11,703. Might it not be possible, while preserving as you have said as a matter of necessity, the reading, writing, and arithmetic in the 8th, 9th,

or 10th standards, so to include the class subjects of a higher nature as to enable you to adopt the system of higher grade board schools as elementary education, and thus avoid first of all the difficulty of overlapping, secondly, the interference which has been alluded to of such board school education with secondary education in the grammar schools, and cut the Gordian knot of the great difficulty that exists as to where these higher grade board schools are to be placed?—That would come to this, I suppose, in the long run. You would get rid of the term "elementary education" altogether, and call it "education" alone, and put it in the hands of the school board, and every school of the school board, grading them up to any point you please.

11,704. It might come to that, but my notion was to draw a distinction between what is really, as you have admitted, the continuation of elementary education of the board schools and the education which has been given in the grammar schools, which is of a different character?—As I have said, I am not familiar with the education given in the grammar schools, and I do not know in what respect it is of a different character; but I quite admit that if it was possible it would be very desirable to get rid of the terms "secondary" and "elementary" education; call it "education" alone, and put it in the hands of an elected authority up to any point below the University. I quite admit that, if it were possible, but I think it is impossible under existing circumstances.

11,705. You think the difficulties would be too great?—Yes.

11,706. But might not the *bonâ fide* absorption of these higher grade schools into your department be an advantage as making a clear line of demarcation between what is primary and what is secondary?—Do you mean that you could draw the line at the top of the instruction given in the higher grade schools?

11,707. That is what I mean; consider all below that as elementary and all beyond that, and differing from that, as secondary. You have admitted that it is a continuation. Why not make it a *bonâ fide* part?—That merely comes to this, I think. It drives one back to the old question of the subjects, and at what point in such subjects you consider secondary education to begin.

11,708. Yes, and whether you will or will not entrust secondary education to the school boards?—Up to that point, as I understand.

11,709. If you say that the function of the school boards is to give primary instruction and not to give secondary instruction, then, by including these subjects within your department, you would keep the school boards to their work of primary instruction, and give to the other new or county authority the jurisdiction over secondary education?—I do not see any particular difficulty in that if you had large school boards everywhere, but there is such a large part of the country, even including certain boroughs, and large areas of population, which are not covered by school boards at all, and where there is no possibility of establishing higher grade schools of the kind.

11,710. When there are no school boards giving that instruction, of course, the county council could take it into their hands?—Yes. As I said before, I do not see why the county councils or the local authorities should not have the power of filling up any gap there might be in that kind of education. On the other hand, in large school board districts where that education is already supplied in higher grade schools, I think that if in that case the committee were to propose to establish a competing school with a higher grade board school, there would be a case where the central authority might possibly interfere.

11,711. But the education given in such a school as the Manchester Grammar School, for instance, is of a totally different character, is it not, from that given in the Manchester Higher Grade Schools under the School Board?—I am not familiar with the character of the instruction given in the Manchester Grammar School, but I think, as I said, that the central authority might prevent competing schools.

11,712. Do you think the establishment of higher grade board schools as a means of giving secondary education in a large community is sufficient?—If they are sufficient in number they are sufficient, no doubt, up to the point to which they go.

11,713. Up to the point to which they reach, and in the kind of education they give, are they sufficient for the secondary education of a great community?—Up to the point they reach they are highly efficient schools almost always, and, therefore, I should say they would be sufficient if the numbers were enough.

11,714. (*Mr. Hobhouse.*) There is one of your answers that I did not understand. You said that the school boards had power to do anything in respect of education so long as they did not pay for it out of rates?—Yes.

11,715. Surely school boards are statutory bodies with strictly limited powers as to their objects, are they not?—That is so. I should like to give you an instance. There is a school board in the North which practically established some years ago a book-selling firm. They bought and sold books to their schools, and they really were booksellers. We found that nobody had any power to interfere with that trade (for that is practically what it was) of the school board inasmuch as they paid nothing for its support out of the rates.

11,716. You mean no Government had any power to interfere?—No Government had any power to interfere, and I do not see that anybody else had any power.

11,717. Could a court of law restrain them from exercising functions which did not belong to them?—It is quite possible that it might; I cannot give you a legal opinion upon that point, but, no doubt, it is to nobody's interest to prevent them from doing it.

11,718. Therefore, the question was never raised?—It was never raised.

11,719. (*Mr. Cockburn.*) Are not a good many school boards teaching dancing, pianoforte, and other things, so long as the various items of instruction are entirely self-supporting, and is not that perfectly legal?—I was not aware that it was ever done until a few days ago, but I did then come across a case some time ago where a school board did teach pianoforte outside the ordinary curriculum.

11,720. Do you know that the Leeds School Board have a great many pianos going every day teaching the pianoforte?—No, I did not know that.

11,721. (*Dr. Fairbairn.*) Relative to this question of education, is there anything in the nature of the case to prevent education in elementary schools being as literary in its character as elementary education in preparatory schools?—I do not quite understand "being as literary in its "character as elementary education in a preparatory school." I should take it that education in a higher grade board school is literary in its character.

11,722. Of course we have again and again had evidence that there are certain subjects that are excluded by the Code, and that these affect the character of the education given from the bottom upwards, but if education by the Code was allowed to be literary, that is to dwell more upon literature than at present it does, is there anything in the nature of the case to prevent that?—I do not know that there is anything in the Code that prevents it at present.

11,723. I was thinking of the objection raised against board schools, that their education is of a very limited order?—I should hardly be inclined to give that character to some of the higher grade board schools.

11,724. It was not the higher grade board schools that I had in my mind particularly. I had in my mind the relation of elementary schools to continuation schools, to grammar schools, and the possibility of making elementary education as much a preparation for a grammar school as for a science school?—I should have thought that the elementary education

carried out to its fullest extent in a higher grade board school was just as much a preparation for a grammar school as it is for a science school. It is not only science subjects that are taught as specific subjects.

11,725. But what I want to know is, whether an ordinary elementary school could not be made as good a preparation for a grammar school as for a higher science school?—I do not think an ordinary elementary school, if by that is meant one of the lower kind of elementary schools, is a good preparation for a science school any more than it is for a grammar school. I should be inclined to say that an elementary school, whatever it is, is just as good a preparation for one as the other, or as bad.

11,726. To make the matter a little more concrete again under another aspect, let me put this. In districts where secondary schools are not possible, do you think that elementary schools could be furnished with masters capable of adding secondary to primary subjects?—I have no doubt that they could be furnished with masters who are capable of carrying the education higher; in fact, no doubt, many of the elementary teachers, at present in charge of the schools in rural districts, are capable of giving better instruction, and higher instruction than they are called upon to give.

11,727. I do not know if you are familiar with what the old parish schools in Scotland used to be?—It is a good many years since I was familiar with them, but I was familiar with them at one time.

11,728. I wanted to know whether something of that kind, that is a parish school that could prepare for the University while preparing for ordinary work, could be organised in certain districts in England?—The parish school in Scotland was sometimes, but it was not usually as far as I remember, capable of preparing, say, for matriculation for an English university.

11,729. Very much more than that in my recollection; quite certainly very much more. It depends on districts?—Yes, perhaps so.

11,730. Again, may I ask whether there is anything intrinsically in a school board making it an unsuitable body for the administration of secondary education?—No, if it was elected for that purpose as well as for elementary education.

11,731. Your experience is entirely favourable to entrusting them with work of that kind, if specially elected for it?—It would not under those circumstances be a school board, as we understand a school board at present. It would be an authority elected for the purpose of dealing with all education, both secondary and elementary. I think that would be the most desirable authority theoretically to deal with the whole subject.

RELATION OF EVENING CONTINUATION SCHOOLS TO ORGANISATION OF SECONDARY EDUCATION.

11,732. (*Mr. Hobhouse.*) Before we pass from the subject of local authorities, I wish to ask you under which of the two local authorities, that for elementary education or that for secondary education, you would put the evening continuation schools?—I think the school boards hold the field as regards the evening continuation schools, and I think they should be left in their hands. No doubt by leaving the evening continuation schools in the hands of the boards, you make them, to a certain extent, a secondary education authority. These evening continuation schools are, and I suppose they always will be, the secondary education for the mass of the people. The secondary day schools established under any future Bill will be only for the few, not for the many.

11,733. You, of course, know that outside large towns, a very large number of evening schools are being aided by the county councils?—Yes; so far as they are not elementary schools.

11,734. But you would recognise the advisability of having a good deal of what we may call technical instruction given in these evening continuation schools?—Yes; and I do not see why the present arrangement should not in the main continue, though it might, perhaps, be modified.

11,735. You do not think that under the present state there are considerable difficulties in giving instruction both in the elementary subjects and in technical subjects in the same evening school?—I believe that under the present law there are considerable difficulties, but in an evening continuation school proper where all the scholars receive instruction which is not reading, writing, and arithmetic, I believe that no difficulty can occur.

11,736. You are aware that in the country districts there is great need for instruction in these elementary subjects, even in the case of adults. Would you consider that that instruction should be given in separate schools than those in which technical instruction is given?—I think that the need in the country districts for giving elementary instruction in the evening schools in reading, writing, and arithmetic, arises chiefly from the very low standards of exemption in the country districts. If you could—and I suppose it will be done some day or other in the educational progress of the country—raise the standard of exemption, probably you could, to a great extent, exclude reading, writing, and arithmetic from the evening schools.

11,737. Provided you could catch the pupils and bring them into your evening schools as soon as they left the elementary day schools?—Yes.

11,738. But as matters at present stand, you recognise the necessity of the county council making grants to the evening schools in supplement to the money that they get from the Education Department?—I recognise the necessity in this way, that I think that the county council money that is distributed to evening schools now is essential to the existence of a great number of those evening schools.

11,739. Unless there was very substantial increase in the grants from the Education Department?—Unless there was very substantial increase in the grants from the Education Department.

11,740. (*Mr. Cockburn.*) I quite sympathise with the view you have been taking about the difficulty created by the varying standards of exemption, and half-time exemption, in the different localities. Would not it be a very much better plan if the fixing of the standard for exemption and half-time exemption were made by the central authority?—I think it would be a very excellent thing if a minimum standard of exemption were fixed by a central authority.

11,741. It is the fact that at present a great number of the local authorities that have the fixing of the standard of exemption and half-time exemption are themselves employers of labour, interested in the getting of children at a low age into their mills and factories, and so forth?—I am afraid that is so.

11,742. And to that extent it militates against the educational aspect of the case?—I think that is so.

CONSTITUTION OF CENTRAL AUTHORITY

11,743. (*Mr. Hobhouse.*) Now, would you proceed to give us your views as to what a central authority for organising Secondary Education should be?—I think the central authority should be the Government, acting through a Minister, who, I suppose, would be called the Minister of Education or Secretary of State for Education.

11,744. The same Minister who supervises elementary education?—I think so. I think the same Minister who supervises both elementary education and science and art education.

11,745. And how would you organise the department?—At the present moment the Vice-President acts as Minister for Education, or at least does so in a great measure. He has under his control two separate departments—the Education Department and the Science and Art Department. They have no connexion except through him as the head of both. I do not see why, if it is considered desirable, a third department should not be added for Secondary Education, which would include also the endowed schools' work of the Charity Commission.

11,746. Do you advocate keeping the Science and Art Department distinct from the Secondary Education Department?—I do not advocate the keeping of any of the three departments entirely distinct. I think it would be an admirable thing if in some way or other they were joined together by means of the permanent officials at the head of each. They must needs be separated below; but I think it would be an admirable thing if they were joined together through the permanent officials, as well as through the Parliamentary Head. But at the beginning, I think, you would have to keep the Endowed Schools Department, which, I suppose, would be the Secondary Education Department, distinct from the Science and Art Department.

11,747. Would not their duties rather overlap?—Yes, no doubt they would overlap considerably, and probably amalgamation would be desirable at no distant date.

11,748. I suppose at present there is certain overlapping between the Science and Art Department and the Education Department?—There is always overlapping. There is considerable overlapping between the Education Department, and considerable confusion of duties between the Science and Art Department, the Education Department, and the Charity Commission.

11,749. Then by what departmental arrangements do you propose to obviate this in the future; simply by putting one Minister over them all? Would that be sufficient?—One Minister with separate secretaries for each department. That is the arrangement that works at present as between the Science and Art and the Education Departments.

11,750. You have already given us to understand that it does not work very satisfactorily?—I do not think it does, and therefore I think as time goes on some amalgamation must be made. There are many difficulties in the way of complete amalgamation. One difficulty is the difficulty of situation. The Science and Art Department and the Education Department are situated one at Whitehall and the other at South Kensington.

11,751. You would think it an improvement if they were brought under the same roof?—I think it would be an improvement, and I think it might possibly be done as regards the administrative part of their work. The museum, of course, would remain at South Kensington. I think the best eventual organisation of the Minister of Education's Office, if a Minister of Education was appointed would involve the appointment of a permanent official who would be head of all departments.

11,752. You would have a common secretary?—A common secretary.

11,753. With an under-secretary at the head of each department?—With an under-secretary at the head of each department.

11,754. You still think that the triple division would have to be preserved?—I think probably at first, but if you had a department organised as I suggest, if you had a common permanent head for all the departments, the aim of that head would be for the closer combination of the departments so as to bring them into easier relations with himself.

11,755. What we rather wanted to know was your own view as to the desirability of amalgamating these departments or any of them?—I think the tendency would be under an arrangement such as I described towards amalgamation, but complete amalgamation right down to the very bottom of the office would be impossible.

11,756. For instance, the powers and duties of the Department with reference to elementary schools must differ very considerably from their way of treatment of secondary schools?—Certainly.

11,757. You would not, of course, advocate such a centralised, and if I may call it so, cast-iron organisation for Secondary Education as you have at present in force for elementary education?—No.

DUTIES OF CENTRAL AUTHORITY.

11,758. Then would you explain what the duties of this central authority in respect to Secondary Education should be?—I think the duties of the Central Secondary Education Authority should be analogous to the duties

of the Central Elementary Education Authority : that it should see that there should be a sufficient supply of schools, and that those schools were efficiently carried on as regards instruction and buildings, and it should see further that there was a suitable provision of scholarships within each area.

11,759. But with regard to the supply of schools you would make it primarily the duty of the local authority to see to that ?—Certainly.

11,760. You would only bring in the central authority where the local authority failed to do its duty ?—Certainly.

11,761. Would you give the central authority a right of saying whether a new school should be established in a district or not ? What I mean is this. Would you give any persons who thought themselves aggrieved by the establishment of a new school which might compete with an existing school, a right of appeal to the central authority ?—Do you mean with the object of the central authority preventing a school from being established ?

11,762. Yes ?—I think they might appeal but they would have to appeal on the ground that the school was unnecessary, that it was mere surplusage. I think I would give the central authority under those circumstances the right to say that this school should not be established.

11,763. Therefore it would be their duty on appeal to protect the interests of existing schools whether public or private ?—I beg your pardon. I did not understand that you meant existing schools. I thought you meant a case where the local authority was providing too much secondary education, or providing a school that was unnecessary.

11,764. That is one case. The local authority might make two mistakes. They might provide an unnecessary number of schools of their own, or they might propose to establish a school of their own in a place where it was not wanted, and where the existing schools fulfilled all the necessary conditions ?—Yes, I think you might under certain safeguards give the central authority the right of hearing appeals. Of course the central authority would be, I presume, exceedingly unwilling, as the Educetion Department is now, in the case of elementary education, to say to a secondary education committee where there was a shadow of doubt upon the subject, "You are not to establish this school because it is too much." It is a very different thing for a central authority to have to say to a local authority, "You must establish this school because there is a deficiency."

11,765. It would be difficult for them to restrain the local authority ?—Yes, it would be difficult to restrain in practice.

11,766. Then, further, the central authority would have the duty of seeing that the schools that were established were efficiently carried on ; provided with proper buildings, a proper staff, and a proper provision of scholarships. Is that your idea ?—Yes.

11,767. And that also would be primarily the work of a local authority ?—Certainly.

11,768. And the central authority would give them a free hand, except where there were complaints by ratepayers or other persons affected ?—Yes, I think that to secure that schools are efficiently carried on a central authority should exercise some system of inspection. that is, it should have inspectors that it could send to communicate with the local authority.

11,769. It would send down these inspectors on its own motion periodically ?—It would send down these inspectors periodically on its own motion. Certainly not to examine schools but to inspect the general system which the county council had adopted, and to report to the Education Department whether in their opinion this carried out the arrangements satisfactorily.

11,770. Would that be what has been called an administrative inspection or an educational inspection ? Would it be an inspection merely of the buildings, the plant, and the staff as it appeared on paper, or an actual inspection of the school such as you would carry out in the case of

elementary schools?—No, that would include examination. I should not include examination of scholars. I do not think the inspection should go any farther than the buildings, the staff, and the curriculum. The inspector might in certain cases have some powers. He ought to have some powers sufficient to enable him to judge what the standard of efficiency adopted by the local authority was.

11,771. (*Mr. Cockburn.*) Would similar inspection to that which your department has over the night schools exactly meet your views?—I think *mutatis mutandis* that would very much meet my view.

11,772. (*Mr. Hobhouse.*) Would you give the central authority any power to set up schools itself?—Not to set up schools itself. If the local authority declined to supply a school which the central authority was convinced, from the opinion of the locality expressed by petitions, public meetings, and so forth, and by its own examination of the circumstances of the locality, was necessary, then the central authority must have some means or other of compelling the local authority to do its duty. Under the Education Acts we have the power under these circumstances of turning out a school board, and of appointing our own creatures—if you like to call them so—in its place, paying them out of the rates, investing them with the property of the elected body, and so forth. We have powers of a kind which, I venture to think, would never in the present day be committed to any central authority, and it certainly is not desirable in the case of secondary education, where you have to deal with such an authority as the local authority that I have indicated to-day, to give the central authority such powers. But somehow or other you must compel the provision of a school, and I think that you might do it by giving the central authority power to appoint a local committee to set up a school, and that local committee and not the local authority would set up the school, and would support it out of the funds of the local authority. The way that that would be done would be that the central department would make an order that the local authority should supply certain funds to the local committee, and by the Act of Parliament I presume the sum assigned under the order of the central department would be made a debt from the local authority to the local committee. That is analogous to a provision which we made in the Deaf and Blind Children's Act. There we recognised that if a school board did not carry out its duty in contributing to the maintenance of one deaf or blind child in its district, at a proper school, it would be absurd to "default" the school board and turn them out on that account, and therefore we put in a provision to the effect that if they did not send the child to school and supply money for its maintenance, we might make an order that the school board should pay to the school authority a sum specified in the order, and that the sum would be a debt from the school board to the school authority under that Act. That principle was first initiated last year.

11,773. Surely that is a very different thing from setting up what you call a local committee in a county where the Secondary Education Committee have made default in supplying schools, and requiring the county committee to make payments to the local committee for the purposes which it, and presumably the ratepayers, think are necessary?—Yes, it is a very different thing—I was merely illustrating what I said, that there was an alternative power to actual default. It is a much stronger measure, of course, but it is the same in principle, and it shows that there is an alternative to turning out the local authority and putting in another body to do the work.

11,774. In addition to the duties you have mentioned, I suppose the Secondary Education Department would have to settle new schemes for any endowed schools that might be proposed to it by the local authority, or would you give the central authority the power of initiation?—No, I should leave the initiation in the hands of the local authority.

11,775. The central authority would settle the schemes as the Charity Commissioners have done in the case of Wales?—Yes.

11,776. Are there any other powers that you would give to this Secondary Education Department?—I think that is the chief power. I have already spoken of a system of inspection, and I think that reports should be sent in to the central department by the local authorities annually, and that the central authority should report to Parliament its proceedings.

11,777. I understand you contemplate an ordinary department to do all this. Do you see any advantages in the scheme of an educational council to assist the Minister?—My experience, such as it is, in the Civil Service, has been gained without any intervention of an educational council. Within my own limits of elementary education I have often had the idea of an educational council suggested to me, but I do not think that it would be of any practical advantage.

11,778. You, of course, are carrying out an Act of Parliament of a very definite character in your elementary education work. But when you come to questions like drawing schemes for secondary schools, which is now done by the Charity Commission, or subjects such as the registration of teachers, do you not see some advantages in having an educational council of experts to assist the Minister?—Do you mean analogous to the Council of the Secretary of State for India.

11,779. Something of that kind?—I think that if there was an educational council their powers would have to be very strictly limited and defined, or otherwise in such a matter I think that it would not be an assistance to a Minister, but the greatest possible hindrance to him.

11,780. You think he must have the real control as he is the really responsible person?—I think he must have the real control absolutely unfettered, and that so far as that council existed, if it did exist at all, it should be a mere advisory council.

11,781. (*Dr. Fairbairn.*) Then you do not propose any consultative or advisory council whatever?—I do not propose it, certainly.

11,781*a*. You do not think that any good end would be served by having teachers and representatives of education in direct conference with the Minister?—I think a conference with the Minister is one thing and an educational council is another. I think if a Minister met certain representatives of education year by year in conference, perhaps that might result in some good. But I cannot imagine an educational council not tying the hands of and impeding a Minister. They are certain to do that unless, as I said before, their powers or powers of advice were very strictly limited. On questions of curriculum they might be of some value. I have not a high opinion of government by councils or government by Boards.

11,782. Do you think it is desirable that the educational administration of the country should not be in any way influenced by those who conduct its education by the teachers?—I think that a Minister should have absolute control. I think it is absolutely necessary that his hands should be unfettered. If you can arrange for that, consistently with an educational council with very limited powers, I do not see any very great objection to it; I judge from the experience I have in my own office, which is a great office, and where we have no educational council of any sort or kind. I have never seen from any point of view that any possible advantage could arise in my office from an educational council. It has been suggested very frequently, but I have never been able to agree to it in any way.

11,783. We have had the matter presented strongly from the science teachers. We have it now presented from the side of a permanent member of the Education Department. I want to discover whether you think in the Department of Secondary Education, which is much more varied than primary education, there is any function for masters or teachers to discharge?—I think in connexion with the registration of teachers probably an educational council would be some value.

11,784. You think that it is a perfectly legitimate desire on the part of those engaged in education to have something to do with its direction?—They have, as a matter of fact. They have ample means of making their desires known. As a matter of fact, they can move public opinion. Those who are engaged in education make public opinion very much.

11,785. Do you think that this perfectly informal influence upon education is sufficient for them?—I should think so. Is there any more reason that an educational council should be imposed upon the Minister at the head of the Education Department than that a trades' council should be imposed upon the Minister of the Board of Trade. Is it not much better that the Minister should be free from such outside influence? My opinion is that he should be free.

11,786. You think that the permanent staff would require to be organised in three distinct departments?—I think it would be a good arrangement to begin with.

11,787. Would that be greatly affected in its turn by the organisation of the schools?—Yes; no doubt.

11,788. Supposing you have a system of elementary education branching out into technical education on the one hand, and literary education on the other, or a system of *Realschulen* on the one side, and a system of *Gymnasien* on the other, could you not have each of the three departments still organically related?—I am again speaking of my present knowledge of the condition of the three departments that are at present representive more or less of the future department. I think that you would find it exceedingly difficult to organise them as a whole at once. Sooner or later I have no doubt you will get them into much closer and more intimate relations than they are at present, but it would be a matter of gradual growth and gradual organisation.

11,789. (*Mr. Cockburn.*) I rather gather from what has passed before that you would advocate a fusion of the three existing departments?—So I have.

11,790. To be brought about as soon as it possibly can with a due consideration of existing difficulties to be removed?—Yes; but it will be a very gradual matter.

11,791. But that is an ideal to be aimed at?—Certainly.

11,792. The present separation of the departments and their independent action produces, as you have said, a great deal of confusion and overlapping?—Yes; a certain amount.

11,793. And the question has been put to you this afternoon as to whether it would not be an advisable step to allow our existing elementary schools to be graded three standards higher than they are at present, say up to Standard X., and there the line absolutely to be drawn at elementary education. But if that were the case, would not that greatly increase the existing confusion which arises, as I understand, between the Education Department and the Science and Art Department from Standard VI. to Standard VII.? You have now Standards VI. to VII., only one standard, where you can overlap one another as departments?—Yes.

11,794. And if the standards are increased up to 10, three more added during which two Government Departments might overlap, will not the difficulties of elementary schools be very greatly increased?—No doubt, they would. There would be another great difficulty which I have not referred to before. There would be the great difficulty that grants to our elementary schools would be largely increased.

11,795. That might be a great advantage, and not a difficulty, but at all events, do you conceive it to be fair that the Whitehall grants should cease at Standard VII., and then that a school should be entirely dependent upon another department which is not educational, but largely scientific?—I think that is really a question of from what hand the grant comes.

11,796. Only you see the curriculum is so entirely limited in connexion with South Kensington, whereas the curriculum in connexion with Whitehall is broader?—That is not a matter within my cognisance.

11,797. I will leave that question with the conviction in my own mind that you are an advocate of a fusion of the three departments?—As soon as it is practicable, but it must be a very gradual matter.

11,798. Now with regard to the local authority being in default as to want of provision of secondary character. Are you contemplating that it should be compulsory upon a local authority to recognise existing private schools?—No, I cannot conceive it being compulsory upon a local authority to recognise all existing proprietary schools.

11,799. Then would they simply have to take into account schools belonging to public bodies, public endowed schools, in their estimate of the accommodation provided?—No, I think that they ought to take into account also satisfactorily conducted private schools, but not all private schools, because they happen to be existing at present.

11,800. Then would it meet your views, supposing existing private and proprietary schools are willing to submit themselves to the inspection which you would have compulsory upon endowed schools, would you have them recognised?—You mean with the inspection of the local authority as well as our own?

11,801. Yes, supposing they yield that?—Yes. I think if the local authority accepted them, there is no reason why they should not be included in the general scheme of secondary instruction for the district.

11,802. Then if there came to be a great diversity of fees, one school charging a high fee and still being a recognised school giving such a proportion of places for the school accommodation of that district, and yet insisting on charging its own fee, do you think there would be any difficulty arising there?—That would be a matter for the local authority. I think they should see that the fees charged in the schools throughout the district are suitable.

11,803. Would you give the local authority any jurisdiction over the private and proprietary school fees?—No, but if the private and proprietary school fees were too high to satisfactorily supply secondary education for the mass of population, I think the local authority should have the power and the right to set up a school.

11,804. You would leave it absolutely to their discretion?—I would leave it very largely to their discretion. I think in such a case as that the central authority should not interfere, except on very strong grounds.

11,805. (*Mr. Yoxall.*) Do not you think it might be immediately practicable to establish a unification of the departments to this extent, that there should be a Minister of Education; that there should be a Chief Secretary for Education who would be a permanent official (I do not mean a political secretary), and that there should be three secretaries of departments whom I will call under secretaries, and that the mere existence of these would, to a large extent, secure unification of policy, although it would not mean unification of departmental work?—That was what I was indicating.

11,806. And that much would be immediately practicable in your opinion?—Yes, I should think it might be immediately practicable. Of course I should add to the general organisation that, besides the Minister of Education, there must be unquestionably, for a department organised in that way, a parliamentary under secretary also.

11,807. Then with regard to the advising council which has been suggested, very much upon the line of the India Council—a council of experts, men of experience in the special work which the department has to deal with—is not it the fact that you have the nucleus of that kind of thing in a very shadowy form already existing in your Code Committee of Inspectors?—We have no Code Committee of Inspectors. We have on

the Code Committee at present only one Inspector—the Senior Chief Inspector. The rest of the Code Committee is a committee of persons within the office. That has been found to answer much better than the old Code Committee which consisted largely of Inspectors outside the office.

11,808. Would not you think that it was a fair statement of fact to say that much of the changes in the policy of the department—I refer now to the educational policy of the department rather than to the administrative policy—have been due to the recommendations of experts who have not been employed in the Education Department itself?—Yes. I think a great many of the important changes in the code have been due to the recommendations of—well, of those who may be called in a certain sense experts. I do not exactly know what you mean by an expert, but in some cases, no doubt the changes have been due to recommendations of teachers who are not employed in the Department itself, but I think that they can bring just as much influence to bear, and, perhaps, more influence in favour of changes by the printed documents that they send in to us, which we always carefully consider, than if they sat as members of an educational council.

11,809. No doubt, in the past few years that has been so, but is it not a fact that there have been periods in the Education Department when owing to a different attitude on the part of those at the head of the Department, temporarily or permanently, the recommendations made from outside did not receive the same attention, and did not exercise the same influence upon the policy of the Department?—I am afraid I cannot answer satisfactorily a question which applies to the action of my predecessors.

11,810. I was anxious to develope this point, that it might be advisable to secure that it should always be a fact that the opinions of teachers and other educationalists should have weight with the Department by adopting some machinery by which there should be a regular consideration of those suggestions by means of the representations of such ideas on the part of an educational council?—It seems to me that under those circumstances the Minister would be placed in a highly invidious position. The teachers would be, as I understand, an educational council. They would make certain representations which they would send to the Minister. The Minister might be in the position of having to refuse them, in which case he would quarrel with his own council of experts, and would place himself in a very invidious position. His action would be completely fettered.

11,811. In the case of the educational council and the experts who are administrative experts, the pros and cons of any given proposal would be examined by the board both from an educational point of view and an administrative point of view, and would it not be likely, therefore, that recommendations examined from an educational point of view, which were inapplicable because of the administrative point of view, would not be sent forward to the Minister by the Educational Council?—It seems to me very likely to lead to very unhappy conflicts between the permanent officials who sat on the educational council and the teachers who sat on the educational council, and I should have thought that its working could not be satisfactory in such matters.

11,812. (*Dr. Fairbairn.*) How would you deal with this objection—that a central authority would tend to force on Secondary Education a hard and uniform standard. It would take away from schools all spontaneity and from masters all initiative?—I think that depends on the way that the central authority did its duty and did its business. I think the time has gone by for the weight of iron imposition of its will by a central authority. I think that it is in accordance with public opinion at this time that the central authority in dealing with whatever it has to deal with—the local authority, the teachers, and the standard adopted, and so forth—should allow the utmost elasticity.

11,813. You would think that even a great public school might stand connected with a central authority and yet have almost all its present power of developing its peculiar characteristics?—I think so, certainly.

11,814. You do not think there is anything in the nature of a central authority itself to exclude public schools that wish to retain their own special character from placing themselves under it?—No, I do not see why that should necessarily be so.

11,815. (*Mr. Hobhouse.*) Do you contemplate putting the large public schools of the country under the local authority or under the central authority?—I should say that if they had any connexion with either it would be with the central authority, but their connexion with the central authority would be very slight. Certainly the great public schools of the country which do not supply any local educational needs ought to be excluded from the purview of the local authority.

11,816. They are not of a local character?—They are not of a local character.

11,817. And would you give the central authority any power of inspecting them from time to time?—I should give them no more powers, I think than the Charity Commissioners have at present.

11,818. (*Dr. Fairbairn.*) Does it not follow that the degree in which you release them from the local authority makes necessary some supervision by the central?—It would be, I presume, a somewhat shadowy supervision by the central authority, but I should think it unneccessary that there should be more supervision than there is at present.

11,819. Do not you think that they have some contribution to make to the other secondary schools of the country by belonging to the same system?—They are secondary schools of quite a different type. I should exclude them from the system of secondary schools, but so far as it is found necessary to put education generally under the Minister, if it is found necessary to put education generally under the Minister, I think he should deal with all educational matters so far as they come under the purview of the Government, even as far as the universities themselves.

(*Mr. Hobhouse.*) We are very much obliged to you for your evidence.

The witness withdrew.

Adjourned to to-morrow at 11 o'clock.

THIRTIETH DAY.

At Westminster Hall, August 8th, 1894.

PRESENT:

THE RIGHT HON. JAMES BRYCE, M.P., IN THE CHAIR.

Sir HENRY E. ROSCOE, D.C.L., M.P.
Mr. RICHARD WORMELL, D.Sc.
Mr. HENRY HOBHOUSE, M.A., M.P.
Mr. LLEWELLYN SMITH, M.A.
Mr. GEORGE J. COCKBURN.
Mr. J. H. YOXALL.
The Lady FREDERICK CAVENDISH.
Mrs. HENRY SIDGWICK.

The Hon. WILLIAM N. BRUCE, *Secretary*.

The Right Hon. Sir WILLIAM HART-DYKE, Bart., M.P., called in and examined.

11,820. (*Chairman.*) You have been good enough to say that you will favour us with your views upon some questions that come within the scope

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of our inquiry, particularly as regards the constitution of a central authority, its functions, and its relation to other authorities. We should be glad if you would give us your view of how a Central State Department for Education might be constituted with a view to its undertaking work in connexion with secondary as well as with elementary education?—I should like, first of all, to say that I have long since modified the view which I once held as to the undesirability of our instituting what is called a Minister of Education, with full powers such as have been indicated by the chairman in his question. I should like to give, perhaps, one or two reasons. The first reason, I think, is an obvious one; that is, the tangled condition into which by degrees our whole education as a system below the universities, has drifted. I do not think I ought to delay the work of the Commission by detailing how this has come about. It is, as many know, for reasons partly political, but in a great measure owing to the fact that the splendid effort of Mr. Forster in 1870 did result in what is called a compromise of contending forces, and without letting any political opinion enter for an instant into these walls, we must take this from a practical, and therefore from a political point of view; that is to say, we must take all the forces against us, and all the difficulties in which this tangled system, as I have called it, has grown up. It is quite clear that no person who is anxious about the educational future of the country at all can pretend to be satisfied with the present state of things, and therefore I am in favour, as taking a first step in advance, of appointing a Minister of Education. I would make him a Secretary of State, and he should have a seat in the Cabinet.

11,821. By saying you would make it a *sine quâ non*, you do not mean that it should be a matter of statute, but that it should be understood that he should have a seat in the Cabinet?—Quite so, and with the object of ensuring his being in the Cabinet he should be a Secretary of State. The other obvious reason for this change that strikes one is the extraordinary strides with which our monetary responsibilities in regard to education have advanced of late years. The Free Education Act made an immense step in that direction. One may almost leave this part of the question at once by giving this other reason: that when the British taxpaper is asked to pay a sum for education in England, Scotland, and Ireland, and for science and art education, and for the British Museum (which is a large educational force in itself), and when once that sum has reached over 9,000,000*l.* sterling, not only from the educational point of view, but from the British taxpayer's point of view it is perfectly obvious that a change ought to be made to try and secure, on behalf of the already over-burdened taxpayer, that he should get his money's worth for money paid, and that he should feel that while this charge is rapidly increasing year by year, it is increasing on behalf of a system which is practical in itself, and worthy of the great question with which it deals.

11,822. You would feel, of course, that not only would economy be effected by such a consolidation of the various departments more or less connected with education which now exist, but also that the teaching would gain in efficiency?—Yes. I will answer that by a concrete case. In a case such as the Technical Instruction Act, there is no doubt that the operation of that Act received an enormous stimulus by the grant from the Excise Duties. I have no doubt that a large portion of that money in different counties has been wasted, because, although an immense deal of earnest work has been done with regard to the adoption of that Act in different counties, wherever I go I learn that they have been left very much without guidance at starting, and a much greater amount of expenditure would have been saved, and an enormous amount of efficiency secured, if there had been some guiding spirit at headquarters. I do not mean a guiding spirit at head-quarters in any over centralising sense, but some guiding spirit which could at all events have placed a printed scheme in the hands of the county councils, which might have directed their efforts into the right channel.

11,823. That is a very interesting point, and one which has not, so far as I recollect, been brought before us hitherto in this connexion.

I understand you to say that there is no central authority which would have had even a right to make suggestions to the county councils as to the best method of employing their funds?—No, there is none; and I would go further still, and say that I do not know of any particular authority that would have had the knowledge at the time to act in that advisory sense. I very much doubt if such an authority did exist at the time the Act came into operation. If you had had such a constituted body as we are now speaking of it would have been their business to work *pari passu* on behalf of general education, and as the matter was brought gradually to a head they would have been ready with their proposals, or they ought to have been ready if they had been a properly constituted central authority to afford the guidance and the information.

11,824. In fact, if there had been such a re-constituted Education Department as you are suggesting the guidance of and the making suggestions to county councils would have fallen within the lines of its action?—Certainly.

11,825. Would you say the same with regard to the different sub-departments which now belong to the Education Office, that is to say, the Education Department proper, the Science and Art Department, and in a certain sense the Charity Commission. Would you say that there was some necessity for a rearrangement of them, and to some extent a consolidation of them?—Yes, although I think that when you come to consolidation you there approach, of course, one of the most thorny and difficult questions connected with this inquiry. Further, in reference to this constituted body I was going to say this with regard to its proposed constitution in the future. I would propose that the Secretary of State should of course supervise the existing Education Department in Whitehall. I admit that it is a difficult point to decide, but I propose that he should still have under him the Science and Art Department, and that in addition to that he should have under his charge a portion of the work now being done at Gwydyr House by the Charity Commission. A body so constituted, and having powers over departments such as these would be no new thing in our Civil Service. It would seem to me to be something analogous to the Board of Trade and other departments, which, although they do not have distinct departments under them yet have, as it were, separate departments or organisations connected with them, with separate secretaries, who are doing work under the one head. For instance, take the Board of Trade with a department for fisheries, railways, and marine. I do not think that under this new scheme which I should propose there would be any branches of the work with such a difference, as it were, in their character as there is between the Fisheries and Railway Departments of the Board of Trade. And although, no doubt, this is a difficult experiment, and I know there are some very intricate questions connected with it, yet at the same time we have done a vast amount of good educational work, both as regards science and art teaching and as regards elementary teaching, by our present system at Whitehall, where we have, as it were, the Science and Art Department affiliated to the Head Department at Whitehall. Therefore, briefly, what I would propose would be a Department of Education with a Minister of Education at the head of it, who would be a Secretary of State; and that there should be affiliated to the Department, or under the administration of the Minister of Education, the Science and Art Department as it now exists connected with Whitehall, and also a portion of the work which is now carried on by the Charity Commission. If the Chairman would allow me to do so I think it would be better if I were to deal with the position of the Charity Commission at a latter period of my evidence as rather a separate and distinct matter. At present with your permission I should prefer to be examined with regard to the central authorities and local authorities under my proposed scheme, leaving out for a moment the difficult question of the separation of part of the work of the Charity Commission.

11,826. Then, leaving out of sight for the moment the thorny question of the Charity Commission and the separation of its work, what do you

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RELATION TO SECONDARY EDUCATION.

think are the functions which the central authority might exercise as regards secondary education?—As regards secondary education, of course the first work that it strikes one they ought to take up at once would be work that has only been partially done by the Endowed Schools Department of the Charity Commission of late years, that is, the work of inspection. There is no doubt that the work of inspection, and also that of examination of accounts has not been carried out thoroughly. I think the Commissioners would admit, if they were pressed, or without being pressed probably, that the work under both those heads has not been carried out as efficiently as it ought to have been, and might have been if they had had more funds at their disposal and could have appointed more Sub-Commissioners to carry out the work. One of the first duties, at all events, would be the work of inspection. With regard to the examination of schools, of course that raises at once another point, and that is the question of grants.

11,827. Am I right in understanding that by "inspection" you mean specially two things, first, the careful supervision of the application of the endowment funds and the accounts thereof, and, secondly, the ascertainment of the adequacy and proper sanitary condition of the buildings?—Quite so, and a general survey of the adequacy of the school; in fact, all the information which might generally be gained as to the plant and the efficiency of the school, without going into the question of the individual or general examination of work done.

QUESTION OF STATE GRANT FOR SECONDARY EDUCATION.

11,828. Then we come to "examination"?—Coming to "examination" of course there another point is raised, and that is as to whether under this new scheme you would go on the principle of the Welsh Act; where a locality chooses to rate itself for the purpose of secondary education, what the State would do on behalf of such a locality; and whether there would be grants or otherwise. Whatever one's feelings may be on the subject, and however one might wish to decentralize as much as possible and to get local authorities to take up these educational questions on behalf of each district (and to my mind the work of the education of this country ought to be decentralized in that sense as much as possible), it seems to me that the operation of this Technical Instruction Act shows at all events that in each county in England there is a body of men to be found who will very earnestly take up these matters in the counties. Whatever their faults, administrative or otherwise, may be at starting, there the men are to be found, and so long as there are men to be found who will give up their whole time to the work, I think it ought to meet with all encouragement. For that reason, I am a little doubtful as to the advisability, at starting, of suggesting a State grant. As to that, the Commissioners, of course, are perfectly well aware how this occurred in Wales, and how the Welsh people were supposed to be dealt with on a different basis from England on account of the poverty of their endowments, and, in addition, the unequal position of them. They are so scattered that in a large part of Wales there is an actual dearth of endowments. The grant was assented to on an appeal *ad misericordiam*. The people were so poor, *qua* endowments that it was thought right that the grant should be made from the Exchequer.

11,829. And in some cases the endowments were not in the places where they were needed?—They were not.

11,830. And even under the large provisions of the Act, it would have been difficult to bring the endowments to places where they were needed?—Yes, impossible. Therefore I think that any Minister or any Government that had to frame a scheme for the future management of secondary education would have most carefully to consider the question of State grants.

11,831. Comparing the State grant with the power of local rating for secondary education purposes, which would you think better?—I would rather try the local rating of the two myself, but I cannot shut my eyes to the fact that there is not the great keenness on behalf of education in England that there is in the Principality. In fact, it was that very keenness

in the Principality that supplied the fulcrum which carried the Welsh Act. There is no better witness to that than myself. There is not that feeling in England, and I am sorry to say that in some classes in England there is a strong feeling in the other direction, especially among the agricultural classes. It is a feeling that may pass away, but at present there is a very strong feeling amongst the farming class against technical education, for instance. A great many farmers have the idea that it tends to make the men more independent than they are now. I take the contrary view. Often when I have been speaking on public platforms and elsewhere on technical education I have met with opposition from agriculturists and others who have been present. There is not the feeling on behalf of education in England, and therefore we are in a totally different position from Wales.

11,832. Would you not expect that the feeling which you speak of among the English farmers would be to some extent diminished under the system by which county councils now promote technical education?—I think it would be a gradual process.

11,833. And if the present technical education grant were given a somewhat wider range than even that which the existing statutes and regulations give it, would it not go far to fulfil the functions of a State grant for secondary education generally?—I think it would, and there is no doubt that where it is taken up by a popular committee of the County Council, where popular men take it up, they are pressing the movement forward, and getting great *kudos* for doing it, and they are getting support. Taking my own neighbourhood as a case in point, I have in my mind's eye one or two gentlemen who have taken up this movement.

11,834. That is in Kent?—Yes. They have taken it up with great advantage and are now finding a good deal of sympathy. It is not so difficult as it was a few years ago when they first took it up.

11,835. May not one cause of the difficulty which you attribute to the farmers have been a desire of seeing this technical education money, as we call it, spent in reducing the rates?—It may have been. That is no doubt one element in it. And besides and beyond that, there is amongst the farmers generally some prejudice. Then with regard to what would be the work of the central authority, I presume the central authority must have some power with regard to securing a proper school supply; that is to say, if you have a central authority, it would not do to allow them to leave one county in England, or a portion of a county, well supplied with secondary schools because there happen to be endowments there, and the pathway is easy to secure that form of education; and to leave another large district, or perhaps a whole county not supplied at all, because they were in difficulties as regards local funds from endowments. Therefore, I presume that part of the duties of this new Minister of Education would be to see that there was a sufficient and efficient supply of schools throughout the country. Of course, the process would have to be a very gradual one.

11,836. How far would you think that that duty of securing an efficient supply of secondary schools throughout the country was one which should be discharged primarily by the central authority, or how far would you leave it to such local authorities, by which I mean county or provincial authorities, as might be constituted, bringing in the central authority only where it was clear that the provincial or county authority was not acting with sufficient energy?—I would frame the Act so as to leave the action of the central authority as the very last resort. I would so constitute the local authorities, and I think it could be done, that they must undertake the task; that the task could not be avoided.

11,837. That is to say, you would make it a statutory duty?—Yes; I should make it a statutory duty that they should do so, and I should follow up that again on the same line of argument as I have been adducing as to the test with regard to counties, that is to say, that the men are to be found. There are men who would be glad to have the opportunity of doing the work. I would throw some of the onus upon them. With

regard to the central authority, it would be their duty ultimately to see that there was an efficient and sufficient supply, yet I would not bring any pressure to bear from headquarters until every possible local means had been tried to supply the wants. I had that in my mind's eye when I suggested that you should start *ab initio* with a local rate.

11,838. I do not understand you to express the opinion that in every case a local rate would be needed?—No, certainly not; it need not be, and in very many cases, no doubt, it would not. For instance, take a case where there is a good school that requires inspection and looking after, and where by a little shifting of local funds you could supply enough money to restart it, and probably put it on a good basis.

TREATMENT OF ENDOWMENTS.

11,839. As regards the dealing with endowments, I suppose you would feel that the power of initiating schemes, or even, in extreme cases, endeavouring to change the local situation of endowments was a power that was required?—Yes.

11,840. Would you assign that power primarily to the central, or to the county or provincial authority?—There, again, a very difficult point is opened. From my own experience of these matters, and my experience generally in dealing with charity schemes at the Education Office, and sometimes in the House of Commons, there is no doubt that there is the very greatest prejudice to shifting any funds from one locality to another, and more especially is that so in the poorer localities. There would not only be the greatest opposition to it locally, but there is a very strong party in Parliament who are always ready to raise their voice on behalf of the poor, which, of course, is in itself is a very desirable object, but which does not assist those who wish to make the poor understand what is to be for their benefit in the future. I think there you have raised a very difficult question indeed as to what really would be done in any county. For instance, we will say, what would be done in the county of Cambridge, or any county you like to name, to-morrow by a local authority with regard to shifting funds from one district to another so as to cover the whole ground with a scheme for secondary education. If you put the question to me, I think very little would be done. I think the prejudice is strong. And, I say again, there being no ambition in such localities on behalf of education, I think it would be difficult to get any local authority to move in such a direction.

11,841. Some evidence has been given to us to the effect that the resistance which is now made by the inhabitants of a particular place to any transference of an endowment, would be slighter, or at any rate, would be more easily overcome, if the proposal came from a county or a provincial authority than if it came from the central authority: that, so to speak, the momentum which the provincial authority or the county authority would have would be greater, and the jealously of its action would be less than if the proposal came from a central authority?—Yes, I do think that, and I think that if you can once ensure that the local authorities would move in the matter at all, they would be more likely to move with success, and would certainly create less friction than a central authority coming down from Whitehall, as they would say, and as they often have said, for "the robbery of the poor."

11,842. I will take the somewhat analogous case of altering parish boundaries. As is well known to you, there is nothing about which people are more jealous than about the boundaries of their own parish, and it has been suggested lately that if any alterations have to be made in the boundaries of local divisions it may be easier to make them on the initiative of a county authority than a central authority?—Yes, that is so.

11,843. And I suppose you would feel that *pari ratione* this would apply to endowments?—Yes, I think the scheme should be in that sense tentative rather, and that the safest plan at first would be to leave this work as much as possible to the local authorities.

11,844. And your view would be, I suppose, that the central authority would come in as a confirming or approving authority, or in some cases perhaps as an appellate authority?—Yes.

11,845. But I presume that in cases where it was satisfied that the change proposed was right, it should have power to sanction?—Yes.

COUNTY THE BEST LOCAL AREA.

11,846. Would you be disposed to prefer that the local authority you have referred to should be a county authority, or should be an authority for a larger area, consisting, in some cases at any rate, of more than one county?—No, I should be very much inclined to restrict it to counties. I think a county would be the best area. In the first place, it promotes emulation between one county and another, which is always a good thing in itself, and if you break the county you lose that incentive. With regard to the authority I should prefer to have the county councils for counties, and the municipal authorities, or any existing authorities, for towns. I would much prefer any existing local authority, whether town or country, to constituting a fresh authority under the Act. It would prevent a great deal of irritation and friction which otherwise might take place if it were under authorities which are known and recognised on the spot.

11,847. It has been suggested, nevertheless, that supposing a county council to be constituted as the authority, it ought to have the power of associating with itself, or with a committee of itself, in this work persons specially competent to discharge educational functions?—Yes, I think there would be no harm in that, as in Wales, under the Welsh Act, where you have a sub-commissioner who sits and acts with the committees for the framing of local schemes.

11,848. And would you see any objection, in case such a body was constituted, to allowing the central authority to put one or more nominees upon it?—No, I think there would be no harm in that. As I say again, it would be merely carrying out the same principle that is adopted in the Welsh Act, and that has answered well.

11,849. There is also a sort of parallel, as I daresay you are aware, though not a close parallel, in the constitution of the Sea Fisheries Committees?—Yes. I have no objection to that, and I have no doubt that at starting, in framing schemes and otherwise, representatives of the head department might be of very great use.

11,850. You have spoken of the existence in probably every county of a certain number of people who have public spirit and the knowledge necessary to enable them to be good and useful members of an educational body. Do you not think that in some cases those might not happen to be members of a county council, but men who would be quite willing to be appointed by a county council to take part in this particular work?—I do not think there would be any objection to that, because they would be nominated by those who were representative. They would be nominated by those who were the representatives of the people in the county, and they would have no doubt the force behind them educationally, and otherwise to make them of use.

11,851. How would you deal with county boroughs lying within the area of a county?—I have not gone closely into that matter, but, broadly speaking, I should wish, as I said, to retain all possible local authorities rather that create any new authorities. Beyond that I have not gone into that question.

11,852. Where you had a very large county borough, one of our great cities, for instance, such as Manchester or Liverpool, I suppose you would probably think that it might be an educational authority by itself?—Yes, certainly I think that.

11,853. Reverting for a moment to the central authority, I was going to ask you whether you think that the enlarged education department which you are contemplating should have a separate department, a complete Sub-Department, for Secondary Education, or whether you would organise the office for the purpose of education as one all through. What I mean is, for instance, would you have a separate secretary or an assistant secretary for the Secondary Education branch, or would you think that not necessary. It is rather a question of detail, and perhaps you have not thought it over?—

Yes, I have thought that over. I think on the whole it would be better to have a separate secretary for each. I would have a permanent secretary for elementary education, as there is now (you have now a permanent secretary in General Donnelly at South Kensington), and a separate Science and Art Department, and for Secondary Education I would do the same. I think it would work very well. Then, with regard to the local authorities and their work, if I might say a word now upon that, the work, or the chief work, of the local authorities would be, I presume, to frame schemes for new schools. Where there were existing schools which by a little help, say the transfer of an endowment, or a little local help, could be converted into good schools, they must assist the weak schools and strengthen them by such means. In regard to that work, of course, there have been throughout the country in most counties these technical education committees. I think a strong body of that kind strengthened, as the Chairman has already suggested, by introducing an element into it not strictly belonging to the county council, and where demanded I am not sure whether I would say that you should make it compulsory that a representative from headquarters should attend, but I think in most cases it would be demanded) a representative from headquarters would form the body for carrying out these schemes and strengthening the schools. Of course here we are met with what to my mind is one of the chief difficulties of the change, that is, what is to be the future position of school boards. I feel that although I am touching upon rather thorny and difficult points, yet it is useless my coming here to give evidence if I do not give the Commission the advantage of what my experience is, not only at the Education Department for six years, but having heard debated Mr. Forster's Act in 1870, and the Endowed Schools Act, having paid great attention to this question. I am bound to say that I think a very grave difficulty faces any Government or any party undertaking a scheme for Secondary Education. They will have to consider what is to become, I will not say of the school board system, but of the compromise which was very deftly framed by Mr. Forster, and carried out in 1870. What is to become of that under a new system? That is to say, will it be possible to inaugurate a new system, such as I have feebly shadowed forth before the Commission to-day, without really breaking up the compromise, or so far resuscitating the old embers of strife between school boards and the voluntary system, as to make it impossible for any government or any Minister, however strong, to carry the scheme? I hope I am not taking too much of an alarmist view, but it seems to me that we are met with this difficulty at starting. As regards Secondary Education, if you had a fair field and no favour, and nothing but empty space to fill by your scheme, I think in that case your difficulties would be great; but to my mind, the difficulties are enormously increased, because a large field of Secondary Education has long since been occupied by our best board schools. It is no use disguising the fact that that is the case at Manchester, Sheffield, Birmingham, and Bradford, or other places at which I have attended to give prizes away at the higher grade schools; and there is no doubt that when I go there to give prizes, I am promoting an excellent system, so far as it goes, of secondary education. Therefore, whoever has to grapple with this question will have to meet this difficulty. You will find, I think, very great antagonism on the part of supporters of voluntary schools, to any scheme which will put forward the board school element very prominently as regards the undertaking of Secondary Education as a whole. The first point would arise immediately: what are you going to do with the board schools, which are already giving us a considerable modicum of Secondary Education? It is clear that any Government, attempting to upset what the school boards are now doing at all the great centres of industry, would create something like a revolution. It would not only create tremendous dissatisfaction as regards the promoters of board schools in this country, but it would create enormous local dissatisfaction in places where a very good middle class education is now being given in these higher grade board schools. Therefore you must first of all clear the ground as it

FUTURE RELATION OF SCHOOL BOARDS TO SECONDARY EDUCATION.

were, by coming to the conclusion that it is utterly impossible for any government to undertake, however advisable it might be, the destruction of any of the work which is now being done by these higher grade schools. It would be most unpopular, and I am quite certain that no government could carry through Parliament a scheme which involved anything of the kind. Therefore, in undertaking a scheme for secondary education, it must be recognised at once that a large amount of secondary education is already being provided by these higher grade schools, and will be provided in the future. Then the next difficulty that arises is, as to how far those who are the supporters of voluntary education in the country will be willing to promote a secondary education scheme, working side by side with board school effort. There again difficulties may arise, but in my opinion they are not difficulties which a certain amount of give and take in the schemes will not surmount. I believe it may be possible to surmount them. I cannot myself answer for the supporters of voluntary schools in this country, and what they would say to such a scheme. I only speak from my individual opinion. But although there would be difficulties at starting and much opposition, I think it would be possible to carry a scheme which would cover the ground which is now unoccupied by Secondary Education, and would put the existing Secondary Education under the head of a Department and thoroughly regulate it. I think it might be done and still leave the school boards to carry on their present work.

11,854. It has been suggested to us in evidence that the school boards in the great towns to which you have referred, have entered the province of Secondary Education, because they found in many of those towns at any rate, that such instruction was imperfectly provided or provided in a form which did not meet the needs of a considerable class of parents: and it has been suggested that what you have spoken of as the occupation of the field of Secondary Education and the consequent difficulties that have arisen between strictly secondary schools and the upper board schools would be avoided if a central educational authority for each of those large towns was constituted which should have for its province secondary as well as elementary education, and therefore that such jarring or conflict and overlapping as now exists between the secondary schools properly so called and the higher grade elementary schools would be avoided, because both branches of education would be under the same authority. Will you give us your opinion as to how far such a plan would tend to remove the difficulties you have described?—I think it might remove a good many of them. I am strongly of opinion that much of the success of the scheme for Secondary Education would depend upon the Government that happened to bring it in. I am rather going into a question of parliamentary tactics, which is not perhaps within the scope of this inquiry, but I think a Radical Government might be more likely to carry the scheme than a Conservative Government. I think a Radical Government might curb the impatience of the school board party, whereas the school board party might be a little anxious with regard to the action of a Conservative Government. I am speaking now with regard to the difficulties I had in carrying the Technical Instruction Act. I found that the school board party naturally watched with a very jealous eye any clause in any Bill which I introduced. I say this really with reference to the suggestion which the Chairman made of a compromise. It would be really a question of give and take all through. I believe that many of the school board party not unnaturally have a great idea that the whole of the education of the country up to the universities should be in the hands of the school boards. I have seen that advocated in print often, and I have heard it advocated in speeches. Personally, I do not think that would be at all an advisable step to take.

11,855. But does not the converse of what you have described sometimes happen, that measures brought in by a Liberal Government excite suspicion and are supposed to be aimed at voluntary schools when they are not?—I admit that to the full; but I say again the whole matter must be settled by compromise. I think I have established that, as you cannot interrupt the work which school boards are now doing (and all recognise

the necessity of school boards in the future in this country) recognising that, the whole matter rests upon continuing the compromise of 1870; and the suggestion you have made is in that direction.

11,856. But I hope I may take it that your view is that there is not necessarily an element of political controversy in the question, because so far as our evidence has hitherto gone we have been led to the belief that although there will be conflicts of opinion as regards the proper constitution of local authorities and the respective functions of school boards and municipal bodies, still, what may be called the element of party controversy is hardly present in the question. I think I am expressing the opinion of the Commission when I say that has been our impression so far, that has been what we have derived from the evidence. I do not understand you to imply that there is necessarily any element of party conflict in it?—I do not think there is in the least, necessarily; but, as I said before, having had a long parliamentary experience, I thought it as well that I should tell the Commission everything with regard to these matters. I may be taking too alarmist a view as to these matters.

CONSOLIDATION OF EDUCATIONAL AUTHORITIES IN BIG TOWNS.

11,857. We are very much obliged to you for pointing out the rocks and shoals with which you think the channel is strewn; but I only want to elicit your own view as to whether these difficulties may be avoided. Would you see some advantage in having one authority, however constituted, in a place like Manchester or Leeds, charged with all the educational work of the town?—I should like to see it. I say it is most valuable. Manchester is one of the few towns in England where it would be very well to make such an experiment. The Chairman of the School Board in Manchester is a Churchman, and all parties there unite on behalf of education. I think it would be a very good thing to do.

11,858. And in that way do you not think that the difficulties which would arise between the board schools and the voluntary schools might really be avoided, because such a body need not trench any more upon the province of voluntary schools than is the case at the present moment?—No. As I said before, I think it is a question of give and take, and it may be arranged. And, of course, the fact of the existence of these quasi-educational bodies in the country to-day, no doubt, is the thin end of the wedge for carrying out such a system as I have just been indicating.

11,859. And, I suppose, if you had such an authority you would consider that the technical education grant had better be applied by it?—Yes, decidedly. I do not think I have anything more to say with regard to the local authorities. I only wish to urge again that I think their powers should be of the very fullest kind, and that there should be in the scheme I have been indicating as little centralisation as possible, and, so far as any compulsion is concerned, that should be only resorted to as a very last effort.

11,860. Have you any opinion to express as to whether Secondary Education ought or ought not to be given gratuitously?—I am opposed to such a course.

11,861. Practically there are cases in which Secondary Education is given gratuitously by the aid of the Science and Art Department grants?—Yes.

11,862. Such as, for instance, Sheffield?—Yes, there is no doubt of that; and no doubt that does afford a certain amount of encouragement in those localities.

11,863. Have you anything further to add on the subject, either of the local or central authorities?—No, I think not.

THE FUTURE OF THE CHARITY COMMISSION.

11,864. Then may I proceed to the question you reserved with regard to the Charity Commission?—I should like to say a few words about the position of the Charity Commission. I have stated that I am in favour of a scheme whereby the Charity Commission and the Science and Art Department, in Secondary Education, are to be placed under one head—a Minister of Education. With regard to the Charity Commission, of course, a very important point arises as to what portion of the work of the Charity

Commission should be submitted to this Central Department. The question has been raised; I believe your Commission has had some evidence from the Charity Commissioners and others, with reference to this point; that is to say, whether the whole of the work of the Commission should be bodily transferred to the other side of Whitehall or whether the strictly legal and judicial work of the Commission which has been carried on should be retained. Personally, I think it would be better to transfer only the work of the Char ty Commissioners, which is now being carried out by them under the Endowed Schools Acts. That is the later portion of the work with which they were entrusted by Parliament. I am quite aware that this is a very intricate and difficult question to deal with, and I know it may be urged (and I believe it has been urged before this Commission) that it would be better to transfer the whole of the work—judicial, legal, and otherwise, to the new central authority. But my own opinion is that there is no precedent for bodily transferring to a new department an enormous amount of work with which it is not directly, but only very indirectly, connected; and it appears to me that the labour of the conduct of, and the responsibility of conducting this new department by any one head would be quite enough to tax the brain and the energies of whoever was placed in the office of First Minister of Education. It may be urged, and has been urged, I believe, that there is a good deal of legal work which is a necessary adjunct to any large Government Department. That is perfectly true, but I think there is a distinction between the natural appeal for legal decisions which must gradually grow up in the work of a department, and therefore the natural legal surroundings which must accrue to it, and the starting, as it were, of a new department with this enormous amount of legal and judicial business clinging to it, for which it is not practically responsible. That is to say, there must be in each department certain legal assistance which is absolutely necessary, the demand for which has grown up with the growth of the department and its requirements according to the population and other changes. There is a distinction between such demands which may be made by a department, and the starting of a new department with this large amount of legal and judicial business attached to it, without rhyme or reason, except this one reason (which is a large one in itself), the inherent difficulty of the separation. As regards this separation, there is no doubt that there is a good deal of entanglement of a legal character, which may ensue in the future between the Charity Commission and Whitehall, with regard to certain educational schemes. It is perfectly possible that there may be that difficulty, and it is perfectly possible also that there may be difficulties as regards localities, if there is any reference whatever to any other body of men besides the educational centre to which they ought in all cases to refer. I admit that to the full; but at the same time, I think it would be better to run the risk of making a separation and leaving the judicial and strictly legal part of the work of the Commission where it now is, and to take over only that work which is of an educational character. Of course, the Commissioners are aware that there is much educational work transacted between the Charity Commissioners and the Education Department, for instance, with regard to elementary schools. I do not know whether the opinions of Lord Justice Davey have been quoted with regard to this point, but they are very important. I hope the Commissioners do not think that I am at all minimising the difficulty of this question. It is one of the most difficult points which any Cabinet could have to decide. Before I proceed further, I should like to read one or two quotations from what Lord Justice Davey, whom I consider to be a high authority, said as regards the legal position of the Charity Commissioners, under the Charitable Trusts Acts. This is from Mr. Lowther's Draft Report, at page XIX. In answer to a question before the Select Committee of the House of Commons, Lord Justice Davey said this:—"The Charity Commissioners are a legal body, acting "in accordance with law; they are bound to make their schemes in "accordance with law; and as long as they are bound to do, that it "appears to me that the proper Court of Appeal is a court of law." That

is with reference to their position as appellants. Then again at page XVIII. he says this :—"The Charity Commission is also called upon from time "to time to construe schemes made either by itself, by the Court of "Chancery, or by Parliament, and in the construction of such schemes to "apply the strict rule of legal interpretation as laid down by the general "law and practice of the courts. Indeed, the same jurisdiction as is now "exercised by the Court of Chancery in the case of charities having an "income of over 50*l.* (where the assent of the trustees is not given to the "Charity Commission to enable it to deal with the charity) is at the pre-"sent moment exercised by the Charity Commission in the case of "charities having an income of 50*l.* or less (or with the assent of "the trustees where the income exceeds 50*l.*)." It seems to me that this evidence is very strong indeed as regards the possibility of retaining these great legal powers where they now exist, and I say again it would be a great pity to handicap any new department by handing over this bulk of legal business which properly belongs to some legally constituted body like the Charity Commissioners. As the Commission is aware, the Charity Commissioners are obliged to have some legal attainment as regards their office and as regards their official position. Then there is one other authority I should like to quote; that is a gentleman who was Secretary of the Schools Inquiry Commission, Mr. Roby. In 1891 Mr. Roby made a very able speech on the estimates of the Charity Commission with reference to this very point, and I should like the Commissioners to know what was in his mind at that moment. He said, "I should be in favour of putting a large portion of "the work of framing new schemes and amending existing ones under a "department of the Education Office. The Charity Commission would "continue to exercise many of their old powers, but the new powers "granted by the Endowed Schools Acts, which relate to matters that "excite the most feeling in the country, would, I think, on the whole be "more simply and more satisfactorily dealt with by a department of the "Privy Council." He then refers further to the Welsh Intermediate Act and other matters, all strengthening the position I have endeavoured to establish to-day, that you should have one central department and only transfer the portion of the work of the Charity Commissioners which involves education.

11,865. How would you separate it? Where would you draw the line between the two sides of the Charity Commissioners' functions? Take, for instance, a question which depended for its solution partly on the interpretation of a Statute and partly on questions of policy, an educational question. Would that question belong to the Charity Commission or would it belong to the newly-constituted Education Department?—I should refer a point of that kind to our proper legal adviser in the Department.

11,866. To say to which side it belongs?—Yes.

11,867. I will take, for instance, a question such as those which have frequently arisen with regard to the religious education to be given in endowed schools. That, as you know, is partly a question of the interpretation of the Endowed Schools Acts and partly a question of educational policy on which Parliament from time to time expresses its opinion. Therefore it may seem to lie upon the border line?—I think the new Education Department should undertake that.

11,868. And again the question whether education should be given free or not would sometimes be a question which depended on the interpretation of legal documents and schemes, or even of a Statute, and into which nevertheless questions of educational policy might enter?—Well, I grant that a difficulty does arise with regard to a point of that kind. I grant that to the full; but the whole question is full of difficulties.

11,869. Or take the question, for instance, of how the governing body should be constituted. That might be partly a question of the true interpretation of a Statute, and yet it would be on the other side a question not

only of education, but of general administrative policy?—Yes. I admit these are difficult points, but I say again that I think the minor evil is the one which I have suggested.

11,870. We have had it in evidence from some witnesses that to their minds the educational work was closely coherent with the judicial, or rather perhaps I ought to say the judicial work so often enters into the educational that it would be very difficult indeed in practice to have the judicial part determined by one authority and the educational part by another. But of course I need hardly say that there are great divisions of opinion upon the point. I only want to ask you what you say with regard to that point which some witnesses have raised?—I am quite aware that there must be some interlacing of those legal questions, but I say again that my proposal carries with it the minor difficulty of the two.

SUGGESTIONS WITH REGARD TO SCIENCE AND ART DEPARTMENT.

11,871. You think the difficulties of transferring the whole work of the Charity Commission to a new department under the control of Parliament are greater?—Yes, I think they are greater. Then with reference to the existing work carried out by the Charity Commission with regard to the schemes before Parliament and other matters, I think that is evidence that ought to be given rather before the committee lately sitting than here. I think that would be rather out of the scope of this inquiry. I should like to say one word with reference to the Science and Art Department, if I might be allowed. I am in favour of retaining the Science and Art Department practically in the position which it now holds, that is to say, as affiliated to the new Department. But there are one or two points connected with the administration of the Science and Art Department to which I should like to refer. There is one matter which has always engaged my attention and exercised me a good deal, that is the system of payment of grants under the Science and Art Department. We have abolished the system of payment by results with, to my mind, such splendid success in our elementary schools that I should like, if possible, to devise some means of administering those grants under the Science and Art Department on a better basis.

11,872. We shall be glad to have your views upon that which is a point of great interest?—Here we are not advancing into new paths with which we are unacquainted. We have made a great step with regard to our elementary schools, and, to my mind, made it with conspicuous success; and I think that in the future some means may be found whereby we may make these payments on a different system. At all events in any new scheme I should like to retain the educational side, as it were, of the Science and Art Department. I think that to break up the system of the science and art schools would be a very grave mistake. I think they are doing an enormous amount of good in the country, although I think in some senses the system is an expensive one. It is especially an expensive one in the way in which the grants are administered and adjudicated upon. I think that if we could have a better system of inspection we could do it more cheaply and with greater advantage. There is one other point I should like also to mention while I am on this subject: that is with regard to the curriculum of the Science and Art Department. To my mind of course the most important principle in all these matters is to have a curriculum which is popular and necessary in each locality; that whatever it may be it should be as wide as possible; that we should teach anything which may be useful in any given locality; but, of course, not to give teaching which would involve a waste of money, and which would be useless. Some years ago I found that in the Science and Art Department a great deal of teaching was being administered on behalf of what was called the "Principles of Agriculture." Speaking of the curriculum, if a good system of secondary education were introduced, or if a further development of technical instruction were to take place in the counties, I think something should be done with regard to the curriculum of the Science and Art Department; that is to say, I do not think we ought to reduplicate our teaching energies. For instance, take our higher grade schools. We are teaching the principles of agriculture as an extra subject under the Code

Then we have agricultural teaching under the Science and Art Department, and of course we shall be equally liable to have agricultural teaching under a county system under the Technical Instruction Acts. Therefore, one of the first duties, if I may say so, of the Education Minister ought to be to try to concentrate these efforts as far as possible and avoid reduplication of grants. I think the first effort of the Minister ought to be to consolidate all this work and all these payments, and so long as he is certain that the whole ground in each county and in each district and borough throughout the country is fairly covered he should be satisfied with the work which he is doing. To my mind his first effort should be in that direction; that is to say, to consolidate as much as possible and to concentrate our educational energies.

11,873. Would not the consolidation and concentration of the staff of the two sub-departments, the Science and Art Department and the Education Department, facilitate that concentration and consolidation of the work to which you have referred?—Yes, I think it is quite possible that it might, but I think that although it may be advisable to shadow forth in an Act of Parliament the necessity of such an alteration as regards the staff of the Science and Art Department, yet on the whole I would rather leave it in the hands of the new Department as a departmental matter than put it in an Act of Parliament.

11,874. We did not understand you to suggest that it was necessarily a matter for a Statute. I take it that it could be done now without a Statute?—Quite so. That is my impression. I think it ought to be done if possible.

11,875. Then there is another point bearing on that subject, which I should like to put to you. Some witnesses have told us that the effect of the Science and Art grants given in the upper departments of elementary schools has been to give too great a prominence to the science side of what may be called the lower grade of secondary education; and that if the Science and Art grants continue to be given in that way they ought to be given for literary as well as for purely science subjects in order to let the literary subjects have their fair chance. Have you any opinion to express upon that point?—Yes, I have a strong opinion about that; I have constantly observed and noticed that the great danger in these schools is that the easy grant-earning subjects are generally seized upon, and, of course, one has to be very careful, in administering a grant of that kind, that that should not be the case. As you say, the literary portion ought to have a fair chance with the others.

11,876. If secondary education became a part of the work of the reconstituted Education Department, then it would be possible so to distribute these grants, which are now given outside the work of the Education Department proper, as to enable them to assist the literary as well as the scientific continuation study?—Yes.

11,877. And that in your view would be a desirable result?—Very, I think.

11,878. Is there any other point upon which you would like to offer any observation?—No, I think not.

11,879. (*Mr. Hobhouse.*) As I understand your view you would advocate putting elementary and secondary education under the same central authority but not under the same local authorities?—Yes, that is to say, I would retain the position of elementary schools precisely as they are now; and, therefore, there would be that distinction.

11,880. And the authorities that manage elementary schools?—Yes.

11,881. I think you made an exception though, in the case of a large town where there was a general desire to have one authority for elementary and secondary education?—I think it was in consequence of the Chairman mentioning Manchester. I referred to Manchester, I think, as a town where the education authorities generally, school boards and others, and

general local authorities, were working harmoniously. In that case I said that one authority might, as it were, govern the whole position.

11,882. You think it might be possible to give a certain amount of local option to places where there was a general desire, evidenced perhaps by a petition of all the local authorities concerned with education, that there should be one authority for all education?—I think it would be most advisable where it could be carried out, and I think that in any Act drawn for carrying out a secondary education scheme there ought to be some loophole at all events for cases such as you have described.

11,883. You would not, of course, force it on any locality?—No, I think if you attempt to force it on every locality it would here and there, owing to local jealousies and other matters to which I have alluded, break down.

11,884. Taking the counties where there are a large number of parishes not under school boards at present, would you constitute the local educational committee which you propose to set up, partly by having representatives of the bodies that manage elementary schools. I mean, that there should be a certain number of the representatives of school boards and a certain number of the representatives of the managers of voluntary schools?—I think there would be no objection to such a course. I think it would rather strengthen the local authority.

11,885. You think it might tend to a better continuation of education?—I think so.

11,886. Some such scheme as that has been adopted in the case of the county governing bodies in Wales?—Do you refer to the Intermediate Act?

11,887. Under the schemes?—Yes, I believe they have adopted it; three by the county and two by the Lord Lieutenant.

11,888. That was not a governing body, but simply a county authority for framing schemes?—Yes.

11,889. You would not contemplate, I imagine, putting nominees of the Crown on local rating authorities?—No, I would not advise that.

11,890. You have said that the circumstances of Wales differ from those of England with respect to the amount of endowments. Would you not admit that there are certain portions of England as badly off as Wales in that respect?—In the West of England especially there are some very large gaps, no doubt, where there are no endowments.

11,891. And, therefore, there might be a case, as regards, at all events, certain localities in England where a certain amount of aid from the Exchequer might be fairly given to supply the deficiency in secondary schools?—Yes.

11,892. Would you consider that if any aid was given, it might be given most beneficially towards the inspection of schools, and the machinery which would be required to secure their efficiency?—Yes, I think that would be the best application of such a fund, at all events, the primary application of it. That is to say, I think the locality ought to find the school and the buildings, and the maintenance as much as possible, and that if anything is given from the State, it ought to be, in the first instance at all events, in securing by inspection that the schools were efficient.

11,893. Then there would be grants similar to the present grants from the Science and Arts Department given to the various schools according to the subjects they passed in?—Quite so; according to the curriculum I would continue them.

11,894. And extend them to literary subjects?—Yes.

11,895. Under which local authority do you consider that evening continuation schools should be carried on. You are aware that at present evening continuation schools are carried on partly under the elementary authorities and the Education Department, and partly under the county councils?—There, again, you raise rather a thorny question, because there

might be strong opposition to putting evening continuation schools under a local body. I do not say there would be, but there might be.

11,896. Under a county body?—Yes, under a local county body. There might be considerable objection to that.

11,897. But you are aware that there are large sums spent now by various county councils in giving what is chiefly technical instruction in the evening continuation schools?—If it could be carried out without opposition I think it would be right that they should be placed under the local body.

11,898. I suppose in the larger towns where the school boards are already carrying on the evening continuation schools by themselves, you would not interfere with their work?—No. It was to that I referred when I said there might be opposition raised. But as I have before said, I would not interfere with the school board's work. I do not think it could be done.

11,899. You would favour an elastic system which should enable different authorities in different localities to carry on the work?—Yes.

11,900. But you would try to safeguard, as far as possible, against two authorities carrying on the same work in the same locality?—Yes.

11,901. With regard to the work of the Charity Commission you have admitted, I think, that there would be many cases lying on the border line between the two Departments which you propose to establish?—There must be some.

11,902. But you think the difficulties could be got over at the centre by their being referred in each case to a legal adviser of the Department?—Yes, and if I might explain that further, what I should propose to do is this: I am speaking only as a layman, but I have read Lord Justice Davey's evidence very carefully with regard to this matter. He states most clearly that although the Charity Commission as now existing is a judicial body, and having practically judicial functions, with an appeal to the High Court against any of its decisions, yet, I think he said very distinctly that if you transfer the powers of the Charity Commission to a department like the Education Department with a Secretary of State at its head, that Secretary of State in carrying out any scheme, or any action of his, is subject to no court of law, but is subject only to Parliament. Therefore, in taking over any of the possible judicial work of the Charity Commission which might be interlaced or intermingled with some school scheme, it seems to me that if the Secretary of State had good legal guidance as he now has at this moment in the Education Department, there would be no reference, as I understand it, to a court of law against his action. Therefore, what you would be doing would be retaining a large part of its legal and judicial work in the hands of the Commissioners, leaving that portion of it which is connected directly or indirectly with an educational scheme in the hands of the new Department.

11,903. Under the Endowed Schools Acts at present, it has been pointed out to us, there lies an appeal on legal questions from schemes which have been actually approved by the Vice-President?—Yes, to the Privy Council.

11,904. It is true he is not made a nominal party to the suit, but practically these schemes have been approved by him, so that there is an appeal from a high Minister, such as the Vice-President, at the present moment to a court of law. Is not that so?—There is an appeal in the case of a scheme no doubt. The Vice-President approves of the scheme, and there is an appeal to the Judicial Committee of the Privy Council on any legal point.

11,905. Do you see any objection to that from a Minister's point of view?—No, I see no objection to that at all.

11,906. Therefore, you would not attach from this point of view very much weight to the difficulty of the Ministers dealing with the legal side

of the Charity Commission as well as the educational?—No, I should not be afraid of it.

11,907. But I understand your view to be that it is desirable to keep this work in the legal atmosphere and out of the political atmosphere?—Yes.

11,908. If a division were made such as that you advocate, there would still remain a good many questions within the purview of the Charity Commissioners, which might form a ground for political controversy, and for which some Minister should be able to answer in the House of Commons?—Yes.

11,909. Are you satisfied with the present arrangement?—No, I cannot say I am distinctly satisfied with it, but on the whole I think it is the best arrangement that could have been made.

11,910. You think it is a better arrangement than having a Cabinet Minister to represent the Charity Commissioners?—I think so.

11,911. From the point of view of the local governing bodies and local trustees, do you not think there would be considerable difficulty very often in their knowing to what Department to apply?—They have had a good training because they have been made a kind of shuttlecock of between each side of Whitehall since the Act of 1869 was passed. First, there is a scheme in the Education Department; then it comes up for the revision of the Charity Commissioners; then it goes back to the Education Department, and then it ultimately reaches Parliament. I admit that you would be leaving a portion of not a very good system unreformed, but I think that would be, as I said before, better than carrying over that huge mass of legal and judicial work, which has nothing on earth to do with education, to the new Department.

11,912. But you would be increasing the difficulties of the present system, would you not? Many trustees at present, although they have to deal with the Endowed Schools Acts and the Charitable Trusts Acts, have only to apply to a single office in respect to both those Acts?—You might in that sense be increasing it, no doubt.

11,913. (*Dr. Wormell.*) Do you think that the consciousness of need for guidance to which you refer is widespread and general over the country as regards secondary education?—Yes, I think so. I think it is general.

11,914. With regard to this separation of the work of the Charity Commission, one question suggests itself, because of something we have had said by another witness. You know there are many endowments which are mixed, educational and non-educational?—Yes.

11,915. Would you think that in the new plan those endowments should be divided into two parts, each part under its own administrative governors?—No; I think that any educational endowment, although there was another portion of the trust non-educational, ought to be under the new Department. I should transfer it.

11,916. Now one question about your very acceptable suggestion with reference to the Science and Art Department mode of payments. The accidental wide variation in the number of passes often leads to serious difficulties in schools. In training colleges such difficulties are avoided by striking a balance on average, and crediting the college with the average for a certain number of years. Do you think a plan of that kind would work well in regard to these grants?—I think it might be tried, but I think a careful inspection and a more general examination than is now given would be preferable to the individual examination. Of course, I do not refer to art examinations, where drawings are called up, because drawings speak for themselves, and in that case you must pay by results. I am talking of the general branch.

11,917. (*Mr. Yoxall.*) The question of rate aid *versus* State aid in reference to the future of schools has occurred in your evidence, and I understand that you favour the view of local aid in the form of rates rather than

State aid in the form of grants?—Yes; I think what I suggested was that the scheme should be tentative as regards grant-earning from the State, and I said that at first I would endeavour to frame an Act empowering local authorities to levy a rate up to a certain point—say up to a penny. Of course my experience of carrying an Act of that kind is that pressure is at once put upon the Minister, or whoever has the Bill in hand, to get something from the Treasury, and I have no doubt that pressure would be put upon the Treasury. What I am most anxious about is to stimulate and stir up local effort, and, there being any amount of local effort now owing to the Technical Instruction Acts, I have some confidence that the local authorities, who have been stirring themselves for two or three years, would use some pressure with regard to rates. Failing that I presume you would have to come in the end to the State.

11,918. Speaking generally, does not your experience show you that it is much easier to procure a certain sum of money for education by means of a State grant than a local rate. Is not the money procured with far less friction and opposition in the form of State grant than in the form of local taxation?—Yes, that I admit.

11,919. The sum of 750,000*l.* is at present available under the Local Taxation (Customs and Excise) Act for Technical Education. That is a large sum, but probably you would not think it any too large to spend upon the purely technological, the properly speaking technical education of a country so much engaged in agriculture and manufactures as ours?—Certainly not.

11,920. And, therefore, it might be inadvisable to divert any portion of that sum from the technological education of the country to the more classical and literary education?—No, I should not like to disturb that sum at all. I should like it to be still devoted to its present purpose.

11,921. Although you would not be in favour of free education in secondary schools—that is, the whole of the schools being free—I presume you would be in favour of a very large and sufficient system of free scholarships in secondary schools, by which the best brains of the poorer classes of the country might be utilised and the children carried forward?—I think that would be a most prominent part of any scheme in any locality, I have here before me the report of the Kent County Council Technical Education Committee, and I see that already they have taken up this question of minor scholarships and secondary schools. There is a long list here of different schools and foundations in the county of Kent, embracing almost every large town in the county, where they are endeavouring to give these scholarships. That is for technical education, but it comes out of the fund to which you have just alluded. And, as I say again, I think any scheme for free scholarships should be one of the first and most prominent features in any scheme.

11,922. In considering the question of the new central authority you used the term "affiliation" of the Science and Art Department to the authority?—I meant subordination.

11,923. You did not mean that the Science and Art Department would, under the new authority, occupy any different position or status?—No, I should make their position identical.

11,924. (*Mr. Cockburn.*) Following up the line that has been taken just now with regard to free *versus* self-supporting education, I understand that you favour the view that secondary education should support itself, that is, apart from the aid of buildings?—Yes; I am looking, of course, to the existing endowments and the grants from the Science and Art Department. I do not say that under no circumstances should there be State aid to secondary education, but what I am favouring is a scheme which, at all events at the commencement, would tempt the localities to do as much as possible for themselves. I do not say that I should be always found to be an opponent of a grant from the State.

11,925. In the event of those secondary schools being governed by a locally elected authority and being maintained out of the rates, and

having regard to the classes from which the major part of the electors are now drawn, is it not your opinion that if the support of those schools is largely to come from the locality it would have a disastrous effect on the complexion of our authorities sometimes?—It might have.

11,926. The majority of the electors are those who have very little interest in secondary education, I am afraid, and do you not think that the persons whom they would elect are persons who would act with a somewhat laggard hand in the business of secondary education?—I think not. I think that if an Act were passed there would be a general change in feeling throughout the country, and these matters would be brought more prominently before the electors. Although there is not now very much excitement with regard to the question of secondary education, I think, owing to the debates and so on these questions would be brought forward prominently, and I think the authorities would be fairly representative.

11,927. Feeling strongly with you that all the energy and enthusiasm that could be roused locally should be roused and that perhaps the best way to do it is to let them pay, do you not think it would meet both difficulties best if part of the expense were borne locally and part by a Government subvention?—That may be found necessary, but I think I had rather adhere to my previous suggestion.

11,928. Is not that method employed under the Welsh Intermediate Act?—Yes. Under the Welsh Intermediate Act there is assistance from the State, but as I have before stated that was only to an appeal *ad misericordiam* from Wales on account of its poverty with regard to endowments.

11,929. Does not the same thing apply with regard to very large districts of England?—It may.

11,930. Do you think it possible that any legislation can provide for what I may call pooling the endowments of England?—I think it would be impossible to carry it out. One of the great difficulties we have to face with regard to secondary education is the extreme jealousy and the not unnatural jealousy with regard to the shifting of endowments from one locality to another. It should not be difficult to get people to appreciate it and what it means, but I know that in most localities it is very difficult indeed to transfer a portion of any endowment. It is difficult to get the people to understand what the benefit of higher education means.

11,931. (*Chairman.*) Would you think that those objections might be to some extent removed if it were made clear to the people that wherever the endowment itself is removed a certain benefit would be secured to the inhabitants of the locality in the form for instance of scholarships or free places at the school to which the endowment was removed?—It would be difficult in many parts of the country to get people to appreciate it even then. That is my experience in dealing with schemes and the opposition that has been aroused to different schemes during the time I have been at the Education Office. Most of the opposition in the House of Commons has been raised in that way. I have heard it often called in debates in the House of Commons, "Robbery of the poor." It is said that you are diverting money which belongs to the poor of one locality for the benefit of another locality, and they do not in the least seem to appreciate the fact that they will get a very serious educational benefit out of it eventually.

11,932. The phrase, "Robbery of the poor," which we are familiar with, was used under a misconception of the benefits which it would secure for the poor of the particular locality?—No doubt.

11,933. (*Mr. Cockburn.*) Perhaps I misunderstood you; but I gathered that you thought the local authority would have something to do with the shifting of or adapting of local endowments?—Quite so. I think they ought to have to make that effort. When I stated that it was on the assumption that the local authority would be the county council supplemented, as it has been suggested since by others, this authority would deal with a county generally. There might be one portion of a county denuded of endowments and another portion rich in endowment. It would

be the duty of the council to endeavour to carry out that unpopular duty of transferring the endowments.

11,934. You think, then, a county area might be possible?—I think it would be more possible, and I think the Chairman suggested, in the early part of my evidence, that local authorities might do this with comparative ease where a department sitting in Whitehall would find it very difficult to carry it out.

11,935. As to the authorities, I suppose you have no idea of changing the present method of electing the governing bodies of schools. You would have every school endowment governed by a local body, would you not?—Yes, I think so.

11,936. And that must go on as at present?—Yes, I think so. I apprehend that the local governing body would be determined by the county body who framed the scheme.

11,937. All existing schools would have their governing bodies retained to them on their present lines, and on their present schemes?—I think so. I think it would be well that they should.

11,938. Except that it would be compulsory upon them to admit an addition from the local authority?—Yes, that would be one of the first necessities, and in this scheme from Kent it says the principal condition upon which assistance in aid of technical instruction can be given to any secondary school, whether by way of scholarship or grant, is the representation of the council upon the governing body.

11,939. In new schools to be set up would you conceive that they would require a governing body for each individual school or would the local authority be sufficiently *au fait* with all its schools to be the authority for all its schools?—I think the local authority should be all powerful as regards the control and management of those schools, and each school, I apprehend, would have its sub-authority. There must be some managing authority to each school, but the precise character of that, I think, must be determined by the local body responsible.

11,940. Now, coming to the constitution of the local authority, if our administrative county councils are the most excellent authority which we have in our minds, do you agree that the same description would apply to borough county councils?—I had rather not give an opinion upon that. I think that the borough local authority would have to be very carefully considered, but I had rather not give a definite opinion as to what that precise authority should be provided out of. It should keep within the lines I have indicated; that there should be some existing authority whether rural or sanitary. I have not gone with sufficient closeness into the question to decide. I think it would be a pity to create a new authority.

11,941. Would it make your answer more easy supposing we were to assume that the excise money and the power to rate in aid of technical education had not been vested in the county councils. Would that have been the authority that would have occurred to you as the authority for secondary education?—Well, this is a hypothetical question. I would say frankly I do not know whether it would be.

11,942. Would it in your judgment have been better if possible, and if as you said yourself, we had been commencing *de novo*, to have elected an educational body, or have a body existing for no other purpose, to take education from primary up to the upper reaches of secondary education?—I think it would be better if we could begin our whole educational system *de novo*. But I think I have indicated in my evidence that there are opposing forces which make it very difficult indeed to go back again. My impression is that the present system has developed too far for anything of the kind.

11,943. In your view the administrative counties the county councils, with members co-opted, would be the best authority?—Yes.

11,944. In the borough county councils adopting the same policy, in your view would the best system be to accept the large school boards as the backbone of the new authority with members added to their number from the county councils. Would that get over the difficulty in your mind and ease the position?—I think it would create great opposition if it were attempted.

11,945. From whom do you anticipate the opposition?—I think there would be great opposition on the part of voluntary schools and others, to raising the school boards into such an educational position as that.

11,946. But supposing the new bodies in the counties, as I understand, are to be composed of county councillors and co-opted experts, do you not think the new bodies in the county boroughs might be composed of the school board with members of the county councils added, and also co-opted members representing the voluntary schools?—Quite so. I think I have stated already that the whole of this question is full of difficulties, and if decided it must be decided by a compromise. Ultimately it must be a compromise. The question you put to me now is distinctly in the light of compromise, that is to say, that representatives of voluntary schools should be co-opted. They are doing good work. So also they could not object to there being representatives of board schools. It is a difficult point upon which to give evidence, but I think the question you have put to me is in the right direction, because it is in the direction of possible compromise between the contending parties.

11,947. It has been interpreted as the meaning of your Act (I think you were the Minister who passed the Assisted Education Act) that no public elementary school was to be commenced after, I think, the 1st January, 1892, at which a fee was to be chargeable?—No, I do not think that.

11,948. I think the present vice-president has refused to sanction, and has assigned as his reason the provisions of that Act, the building of any further schools where a fee is to be charged?—I have not got a copy of the Act here, and I do not know what the interpretation of it is by the present vice-president. The Act only referred to elementary schools.

11,949. And all higher grade schools are bound to be put under that clause: otherwise they can receive no grant?—Quite so.

11,950. Do you think that the local authority ought to be permitted to charge a fee in higher grade schools if it thinks fit?—Yes. I think it ought.

11,951. Whatever the Act may provide, is that your opinion?—Yes, quite so: where it can legally do so. But with reference to your point about the higher grade schools, it seems to me that under a scheme such as I have been suggesting there would be a vast number of schools which would not be higher grade schools: they would be secondary schools and not under the Elementary Education Act.

11,952. I take it that you see no need for a provincial authority existing between the central authority and the local authorities?—No.

11,953. If we have a county authority and a central authority, is that in your judgment sufficient?—Yes. I do not see the necessity for any intervening authority.

11,954. (*Mrs. Sidgwick.*) I do not quite understand what your view is with regard to the extension of higher grade schools: whether you wish that there should be new higher grade schools, or whether you only wish the present higher grade schools to be maintained by the school boards?—When I said it would be impossible to disturb the existing state of things, I did not at all intend that there should be no extension of the present system. The system is there, and these schools have the rate behind them, and so long as they are popular, and the people demand them, I do not see how Parliament can interfere to check the development of the system. The system is there, and I do not mean that there should be no further development. The schools exist, and as

they now exist and are popular, no Minister would dare to upset the system as it now exists.

11,955. You would run the risk of overlapping between school boards and another educational authority which might result from allowing the school boards to continue to maintain higher grade schools?—I think that that is a risk you must run, and there is no doubt it would be one of the difficulties that a new department would have to deal with. I do not think it would be a very great difficulty to deal with, because where it possibly would exist would be in large centres of population where these higher grade schools exist. Where we have a great dearth of secondary education is in enormous country districts where what you suggest would not occur. Of course, in some towns it might occur. It is one of the rough places which a new department would have to endeavour to make smooth.

11,956. But you propose to meet the difficulty by having, when possible, a single educational authority in large towns?—In large towns I should do my utmost to promote a central educational authority. Of course, to-day in my evidence, I have thought it my duty to shadow forth the difficulties. I may have exaggerated them. I thought it best to state them. I may be perfectly wrong, and whoever undertakes this task in the future, may find it easier than I am afraid it will be. Wherever a new department could find a town like Manchester, for instance, where feeling has not run high between voluntary schools and board schools, and where there is one common design with regard to education, and where there have been no bitternesses, the first task of the Education Department would be to start a scheme whereby there would be one authority for the whole. You have already broken the confines between elementary education and secondary education. That is done, and therefore there would be no novelty in the experiment. It would be simply the carrying out to the very full what is now partially carried out, and making it a complete scheme.

11,957. The higher grade schools practically mean nearly free secondary education?—Yes.

11,958. But you would not, on that account, check their development?—No; I would not.

11,959. You would allow them to go on?—Yes. I think it would be invidious to prevent it.

11,960. How would you propose that secondary education should be provided in rural districts?—Where there are no endowments it would be very difficult indeed. In some districts it would be extremely difficult. But, I suppose, the first thing to endeavour to find would be some endowed school (it might be in a dismantled condition or not) and put it in good order, restart it, and put it on a good basis. I should work it in with the Technical Instruction Acts in this way. I should give it a technical side. I presume you would have the same authority for the county that is now managing the technical schools, and they would work in the scheme together. Where there was no school or no endowment, then the crux would come. In process of time the department would point to it as a weak spot in the county, and ask what was to be done there, and that is where the head department would come in, I presume.

11,961. Would you establish boarding houses in connexion with schools in rural districts?—Yes; I would.

11,962. (*Lady Frederick Cavendish.*) You have spoken a great deal of the difficulty of finding any local opinion that was enlightened in many districts in England, but at the outset when speaking of the difficulty of decentralization you spoke with sanguineness of finding capable men in all localities?—Yes.

11,963. I do not see how we are to reconcile those two views. In such localities as you have just been alluding to, large rural districts where you would find no local enterprise, what would you work upon?—I think what you would have to endeavour to work upon would be this: the first thing would be to secure that your local authority was composed of popular men,

men well-known, who could attend meetings or go about among people and explain to them the necessity of having a good school, and what a good school meant; and I think by degrees you would popularise the proposed system whatever it might be. But I hope I have made it plain that although you may get in each county a body of gentlemen who will undertake this work voluntarily, and who are thoroughly capable of doing it, yet at the same time there would be existing in the same county, or the same district of a county, a strong prejudice among many farmers and others with regard to Secondary Education. It would be the first difficulty of the local authority to combat that, and overcome it if possible. I think the two things are perfectly compatible.

11,964. You would rather go on in that way, however dead-alive the place might be, than overmaster it by authority from above?—Yes, I think you would be more likely to succeed by doing so. I think they would resent the authority from Whitehall, whereas they might accept a hint given them by people who have lived in their midst all their lives.

11,965. (*Mr. Hobhouse.*) Do I understand that you are in favour of making the sums under the Local Taxation Act, which are at present available only for what is called technical instruction also available for the general purposes of Secondary Education?—That is a difficult point to decide. I think that on the whole it ought to be kept where it now is, in fact, I think I have suggested it in an answer I have given. I think it ought to be still applied to technical education. But, of course, the question of Government grant will no doubt be a leading feature in this Bill whenever it is brought forward—it always has been with regard to Education Bills—and no doubt great pressure will be put upon the Treasury of the day. The first amendment in this Bill whenever it appears will be an amendment for a Government grant. There is no doubt about that. Then the whole question of grants will arise. But I think it would be a great pity to detract from the resources at present available for technical instruction. When I said just now that there should be a technical side to a new school what was in my mind's eye was that the technical classes in the school which I was indicating as supplying a deficiency should receive their encouragement from this fund. Whatever the sum was that you were able to devote you would apply it to the technical side of your school, and the rest would be found by endowment or locally.

11,966. Taking the case of the establishment of new schools, are you not aware that in some counties considerable difficulties have arisen with regard to establishing new schools owing to the restriction with regard to funds from the Science and Art Department that they cannot aid general education?—Yes.

11,967. Would you be in favour, with the sanction of a Government Department, of removing that restriction in certain cases?—Yes, that might be part of the development which would ensue on the passing of an Act. These are matters of detail. That restriction was inserted in the Technical Instruction Act on account of the difficulties between voluntary and board schools with a motive; it was to prevent the rivalry and the difficulties that might otherwise have occurred. If a large scheme of Secondary Education were passed this would be one of the developments of it, and one of the details that would have to be dealt with.

11,968. (*Chairman.*) Referring to the answer you have just given to Mr. Hobhouse, assuming for the purpose of argument that it were found impossible to procure from the Treasury any new grant for the purpose of Secondary Education generally, would you conceive that in that case it might be desirable to allow a wider discretion in the application of the present grant which is devoted to the purposes of technical education only, and to allow the distributing authority at its discretion to apply it to subjects or in ways that are not expressly technical?—Yes, that might be necessary. I would rather do it as a last resort, but I would rather see it done than see the neighbourhood without a good secondary school, which would be the alternative.

(*Chairman.*) We are very much indebted to you for coming to give evidence, and in particular, as you referred to that point yourself, we feel that you have rendered us a great service in pointing out where, from your official and parliamentary experience, you think the difficulties are likely to lie.

The witness withdrew.

Captain W. DE W. ABNEY, C.B., D.C.L., F.R.S., recalled and further examined.

11,969. (*Chairman.*) The annual report of the Science and Art Department has been presented to Parliament since you were last before us?—Yes, it has.

11,970. And it raises one or two points on which you can add something to what you said on the previous occasion?—Yes.

11,971. One of those, I believe, is as regards the position and the suggestions that have been made for altering the scheme of organised science schools?—Yes.

NEW REGULATIONS FOR ORGANISED SCIENCE SCHOOLS.

11,972. Will you give us your views on that point?—I think that in my previous evidence I said I thought it would be very advisable that the organised science schools should not be totally dependent upon the very small capitation grant which they have at present, and on the results, but should, if possible, have a larger capitation grant so as to free the school in a great measure from the necessity of cramming for examination. I am authorised to say that the Vice-President has under his consideration at the present moment a scheme in which it is proposed that there shall be no payment on results for the first year's course in an organised science school; that it should simply be done by *viva voce* examination, and a thorough inspection by competent inspectors not only in the science subjects but also in the literary subjects. A free choice would be given to the school to take literary subjects, the previous sanction of the Department being obtained. Perhaps the time table for these might be referred to Her Majesty's Inspector, who would be in the district. It is proposed that there should be two grants, one a capitation grant or attendance grant, and the other a variable grant depending on the results of the inspection.

11,973. By "capitation grant" you mean a grant calculated upon attendance?—Yes, and by a variable grant one calculated upon the attendance at the inspection and the quality, if I may so express it, of the examination which the whole school passes—not an individual examination.

11,974. You would not call it a payment by results grant, because it would be on the impression, so to speak, which the inspector derived from the work of the school taken as a whole, and not upon the noted results of the examination of each pupil?—Quite so. It would be an inspection of the teacher as well as of the student.

11,975. Who would conduct that examination as regards literary subjects?—I may say that this scheme is not promulgated at the present time. It may be modified to a certain extent. Probably Her Majesty's inspector might be called in to assist in estimating the value of the instruction in literary subjects.

11,976. I mean that the literary subjects would not be taken by one of the science and art inspectors?—If he felt himself incapable of examining in that subject he would ask the assistance of Her Majesty's inspector.

11,977. He might examine himself in those subjects?—If he felt capable of doing so.

11,978. But the literary subjects play quite a secondary part in those science schools, do they not?—They ought not to do so.

11,979. But is it not a fact that as a rule they do?—Unfortunately they do sometimes, but not in the majority of cases. We used to insist upon

the minimum of 15 hours a week being devoted to science in organised science schools, and we always had a difficulty in getting them to give that 15 hours a week. The rest they said they wished for literary subjects.

11,980. We have had it in evidence that, as regards a good many of these organised science schools, the literary subjects are comparatively thrown into the shade, but your view is that that is not generally true?—No, I do not think it is. There is no doubt that a great many hours are devoted to literary subjects. What progress is made we have no opportunity of seeing.

11,981. (*Mr. Cockburn.*) Not half the time in organised science schools is necessarily given to science instruction now?—It is 13 hours a week.

11,982. So there would be more than half the time available for literary work?—I think about half. I think about 25 to 28 hours per week is the ordinary time devoted to instruction.

11,983. (*Chairman.*) May we take it then, speaking generally, that the two classes of subjects are about equally divided?—Yes, and that is what we wish it to be.

11,984. (*Mrs. Sidgwick.*) Does the science instruction, to which 13 hours are to be devoted, include art?—Yes, it includes art.

11,985. (*Mr. Yoxall.*) And mathematics?—Yes, and mathematics.

11,986. (*Mr. Hobhouse.*) Under the proposed scheme, is it contemplated that you should not only examine in literary subjects, but give grants or aid in respect of them?—That combined with the science. We have no power at the present time to pay for literary subjects, and the only way is by tacking them on to the science subjects, and taking the general instruction given in the schools.

11,987. And increasing your capitation grants?—Increasing your capitation grants.

11,988. (*Chairman.*) After the first year, is it a part of this plan that anything should be done for the literary subjects?—Certainly, just as before, and that in the second year probably, the students may be presented for examination by the Science and Art Department.

11,989. In literary subjects?—No, in science subjects. In the first year it was proposed that there should be no examination whatever, but only inspection, including under the term "inspection" examination by the inspector.

11,990. By which inspector?—The Science and Art inspector. Any regular examination held by the Department.

11,991. For the second year, do you propose that the grants should be made for literary subjects?—It will be included in the variable grant which is given to the school.

11,992. That is to say, although the grant has hitherto been only for the scientific subjects, now it will be for literary subjects also?—Quite so.

11,993. And how will it be awarded?—In the same way that it will be for the first year—by examination by the inspector or inspectors.

11,994. That is to say not individual examination, but examination of the school?—Examination of the school.

11,995. Then you will not apply the payment by results plan to literary subjects?—No.

11,996. But in the second year it will be applied to the science subjects?—It is in the scheme to apply it to the science subjects.

11,997. And will there be anything in the nature of a variable grant for science subjects also?—Yes, I should judge about half by the variable grant and half by results.

11,998. (*Mr. Cockburn.*) I do not quite understand what you mean by the variable grant?—It is a new grant very much akin to the Education Department grants.

11,999. Then your Department is going to introduce a new kind of grant altogether?—Yes.

12,000. (*Mr. Yoxall.*) A grant payable on inspection?—Yes; there is to be a fixed grant and a variable grant, which depends on the excellence of the school.

12,001. (*Mr. Cockburn.*) That will be new?—Yes.

12,002. (*Chairman.*) There are two new features in that; one that it is not payment by results, and the other that it includes literary subjects?—Yes.

12,003. Can you form any conjecture as to the amount of additional expense that will be thereby incurred?—The additional expense will be very small indeed, but the distribution of grants will be rather modified.

12,004. Then you will reduce the payment by results grants?—Yes, for the organised science schools.

12,005. (*Mr. Hobhouse.*) You will give less money in aid of the science subjects and more in aid of the literary subjects?—That would be the net result of it, except that those schools that do not get the higher grants now would be encouraged.

12,006. (*Chairman.*) We have been told by more than one witness, I think, that in the case of some schools the present system tends to depress the literary subjects in favour of the scientific subjects, and that the education of boys who remain at school after 14 or 15 in the organised science schools assumes thereby a predominantly scientific direction which these witnesses have regretted. Have you any observations to make upon that?—You cannot expect me to regret that a boy should take a scientific career.

12,007. I do not expect you to regret that a boy should take a scientific career, but I suppose you may regret that a boy who was better fitted to make progress in literary subjects was driven by the present grant system into scientific subjects?—I think that under those circumstances those boys ought not to belong to an organised science school.

12,008. Not even under the proposed changes?—No, I think an organised science school is essentially a school for organised science, and you must give a general education as well as a scientific education, and if a boy has no aptitude for science the organised science school is not the place for him.

12,009. How would you provide for those boys?—So far it has not been the duty of the Science and Art Department to provide for them.

12,010. What is suggested is that the arrangements of the Science and Art Department have prevented them from being provided for in schools having a literary curriculum, because they have been drawn by the grants into schools with a predominantly scientific curriculum. That is what the witnesses have suggested, and it is upon that point that we invite your opinion. I will put it in other words: the witnesses ascribe to the action of the Science and Art Department the fact that many boys who are better fitted for a literary course nevertheless follow a scientific course. Can you suggest any remedy for that state of things?—I think this Royal Commission will most probably find the most efficient remedy.

12,011. But we desire to be aided in our search by what you can tell us?—I think there ought to be established secondary schools in which what you may call the classical side should be predominant.

12,012. What pecuniary support do you suggest should be given to those schools considering that science subjects will continue to receive their pecuniary support from your Department?—If you can get a grant from the Treasury I should say a grant from the Treasury; but if you cannot I should say take some of the beer money.

12,013. A grant from the Treasury is a sovereign remedy for all deficiencies, but suppose we cannot get the grant from the Treasury?—Then it ought to be taken out of the beer money.

12,014. That is to say, the restrictions which confine that money to the technical subjects might be removed, you think?—Yes, so long as it does not take away the restriction with regard to elementary education.

12,015. That is to say, so long as it is not applied in aid of elementary education?—Yes.

12,016. (*Mr. Hobhouse.*) In this change of your system with regard to organised science schools, I want to know whether you have proposed any other accompanying changes with regard to schools which have science and art classes in connexion with them?—Not at present. One must move very slowly.

12,017. Then you would really be aiding literary subjects in organised science schools, and not in schools which were of a more literary character?—Quite so.

12,018. (*Mr. Cockburn.*) Then does not the position in which you find yourself now before the Commission emphasise the misfortune that the Education Department which takes literary work under its special care, ceases to give any kind of substantial encouragement after Standard VII., and South Kensington continues to go on with substantial encouragement very much beyond that time. Is that the fact?—Yes, I think it is.

12,019. And that if literary encouragement is to be given to such boys as you have indicated, it will have to come from some re-arrangement of the Whitehall side of instruction, as you have re-arranged yours at South Kensington?—Yes.

DEVELOPMENT OF INSPECTION BY SCIENCE AND ART DEPARTMENT.

12,020. (*Chairman.*) Have you any observation to offer with regard to the new sub-inspectors who have been contemplated?—Since I gave my last evidence there are in the course of appointment 80 sub-inspectors, or assistant inspectors you might call them. Of course, it sounds a large body, but they are only really replacing men who were temporary art inspectors located in different parts of the country. Of course, by this means we get a permanent staff whom we can employ in any duties we choose to put upon them, so long as they are fit for it, of course. This has a bearing really upon a question which was asked me last time as to whether it would be possible at any time to do away with the payment on results for elementary science in science and art classes. There does seem to be a possibility now that that happy result may be reached when the full complement of inspectors is appointed, and they have got well into their work. When I last gave evidence I thought it was impossible that payments by capitation should be given to elementary science in the science and art classes all over the country. The appointment of these sub-inspectors makes what appeared to be almost an impossibility just possible.

12,021. I am not quite sure if we precisely follow the change which you think would be introduced in that way by the appointment of sub-inspectors. Perhaps you will explain it a little more fully?—The sub-inspectors will be grouped in the districts which are now manned by the senior inspectors—the 13. Each inspector will have his sub-inspectors under his hand to inspect the drawing in elementary schools, and also to inspect the science and art classes, such as the inspector may direct him to do. Therefore, having got this large number of inspectors, it is not impossible that every school in the Kingdom may be inspected once a year at all events, with a view, perhaps, to some modification in the payments which are made at the present time.

12,022. Will you point out the advantages over the present method which the new system will possess?—The present method of inspecting drawing and elementary schools is by appointing temporary inspectors, who simply do that work and nothing else, and for which they are paid by a fixed sum per school. These are gradually being abolished, and permanent men put in their place who have distinct qualifications, in other ways besides art qualifications. By that means, of course, we have a body of sub-inspectors who are perfectly capable of inspecting the elementary classes which are held in science.

12,023. (*Mr. Cockburn.*) Are these men to be wholly in the pay of the South Kensington Department?—Wholly.

12,024. And not at liberty to take any other kind of work?—Not at liberty to take any other kind of work.

DEFECTS IN ADMINISTRATION OF TECHNICAL INSTRUCTION ACTS IN COUNTY BOROUGHS.

12,025. (*Chairman.*) Have you any observation to give us upon the way in which the county councils are now administering the technical education money?—The county councils, I think, are administering their grants very well, but I think the borough county councils sometimes step outside the Act very considerably in the way they give their grants. I have here some examples of what I should call misapplications of grants. I find that in the boroughs there are a good many illegal applications of the money which they come into. For instance, take Reading. They give 100*l.* to the Free Library and Museum instead of spending it on technical instruction.

12,026. A museum might be regarded from some points of view, might it not, as a provision for technical instruction?—Yes. I think by-and-bye we shall come to some things which you would scarcely class in that way, Devonport: the payment of the expenses of a deputation attending conference in London of the National Association, that was paid out of the money. Then, maintenance of Museum 250*l.* at Bootle. At Liverpool, 2,500*l.* granted for the purchase of books, model casts for the Library and Museum, Gallery of Arts, and so on. These are municipal institutions. The same grant was given in 1890–91, and 1891–92 and about half of that in 1892–93. Manchester: expenses of inquiry into the system of technical instruction in continental and other towns, 917*l.* Leicester gives 1,000*l.* a year to the Museum Extension Fund, the museum buildings being inadequate to provide accommodation for the specimens, and wall space for the permanent art gallery. Whatever may be thought as to the above coming within the terms of the Act, I think the next will be considered distinctly outside it. Great Yarmouth gave 450*l.* for a cricket and football ground. Newcastle-on-Tyne: 350*l.* granted to a school for the purpose of evening continuation classes; 150*l.* granted for the purchase of books on technical subjects. At West Bromwich money was granted, I cannot state the exact amount, for instruction in writing and arithmetic. Wolverhampton gave 206*l.* to an art gallery. I have got a long list here; I am only giving examples. Leeds: 500*l.* granted to the Free Public Library Committee for the purchase of art works; 700*l.* granted to the Free Public Library Committee for the purchase of technical books and pictures.

12,027. (*Mr. Cockburn.*) That is 1,200*l.* out of 6,000*l.*?—Yes. Bradford gave 1,000*l.* to the Free Library in 1890–91, 1891–92, 300*l.*, 1892–93, another 300*l.* In the counties, Dorset county gave grants to three museums of 150*l.* Leicester county gave 529*l.* to the Agricultural Society; the Surrey County Council gave 1,600*l.* to the Agricultural College (but I think that was a legitimate expense), established in conjunction with the Kent County Council.

12,028. (*Chairman.*) That would surely be a very proper application?—Oh, yes. At the present moment it is queried as not coming within the Act on account of its joining with other county councils. If they had built it by themselves, I understand there could be no question about it.

12,029. Then they have no power to do it in co-operation with another county?—This is doubtful, but it is a matter which must be decided sooner or later.

12,030. (*Mr. Hobhouse.*) Has the auditor passed it?—I cannot tell you. I hope he has.

12,031. (*Chairman.*) Do you think that these various applications, which you criticise, may, in some cases at least, have arisen from difficulties that the distributing authority felt in knowing how it could best spend the money, that is to say, from the want of knowledge or of inventiveness on its part?—I should not think it was want of knowledge.

12,032. Special knowledge, I mean?—I think they acted according to their lights, if I may put it in that way.

12,033. Perhaps their lights in the matter of technical education were not sufficient to enable them to choose other methods?—In boroughs where there is no Local Government Board auditor they can apply the money much as they like, and there seems to be no real safeguard that it is legally applied. The money may be applied to swimming baths and such things.

12,034. It has been suggested that if there was a central authority to which the local authority could resort for advice as to how best this money could be spent, any random applications, or applications not likely to be fruitful, might be avoided?—Yes, and for the boroughs there should be some kind of audit for this money which ought to be devoted to technical education. There would be a great improvement. Of course I know there are great difficulties in the way of this for the boroughs.

12,035. (*Mr. Cockburn.*) You mean the Government audit?—Yes; of course the county councils very rarely go astray in their application of moneys because they have to submit their expenditure to the Local Government Board auditor.

12,036. (*Chairman.*) These facts and similar ones which you have been giving us will appear in a return which your Department proposes to present to Parliament?—They will.

12,037. Can you tell us when that return will be published?—I hope before the end of the Session. It is in its final stage now.

12,038. Up to what date will that return give the facts?—March, 1894.

12,039. (*Mr. Cockburn.*) And it will be exhaustive?—Exhaustive as regards every local authority.

12,040. (*Mr. Llewellyn Smith.*) What are your grounds for applying the term "mis-application" to a grant in aid of a museum, or technical books, or an art gallery?—Because it is against the Act.

12,041. Your ground is not that it is inadvisable, but you are of opinion that it is illegal?—Yes.

12,042. You would not deny that museums have been in fact on the Continent, and of course in this country too, a very efficient means of technical education?—Yes, but these should be supported by money raised under the Free Libraries Act.

12,043. But provided it was legal it would not be, in your opinion, outside the scope of the general functions of county councils?—No, it is only because it is illegal.

12,044. I will not argue the legal point, but has a decision been given upon it?—Yes.

12,045. By whom?—A legal opinion has been obtained upon it by the Department.

12,046. Does that opinion include expenditure on books?—No; the decision regarding that was, that if books were purchased for technical subjects for which a minute had been obtained by the Department such books might be deposited in the free library, and that would be part of the technical instruction.

12,047. Would not that also apply to the purchase of models and various things in a museum if they illustrated subjects on which a minute had been obtained?—Hardly in the same way, I think.

12,048. Then with regard to the grant to the agricultural society in Leicestershire, was not that merely a payment for services rendered, such as a dairy school. Otherwise how was it passed by the auditor?—I believe it was. As to the counties I have hardly got anything to say.

12,049. Finally, with regard to the expenses of that Manchester inquiry. I am not going into the question of the sum expended, but it is your opinion that no part of the fund can be spent on inquiring into the best

systems pursued elsewhere?—It has been decided, for instance, that the expenses of meetings of organising secretaries cannot be taken out of that money.

12,050. I was not thinking of the Devonport deputation, but the inquiry into the systems of Continental technical schools. Has a legal decision been given on that?—No, it has not been raised.

12,051. It would hardly come fairly within the definition of a misapplication. If the legal point has not been raised surely it is desirable, is it not, that such action as is taken in each locality should be taken in the light of knowledge of what has been done elsewhere?—It was in view of the decision given by the Local Government Board that similar inquiries would not come within the scope and should not be paid for. I may add that this list has been drawn up simply from the return that the various local authorities have made, in which they themselves give other purposes than technical instruction to which the money has been applied.

12,052. (*Mr. Cockburn.*) May the misapplications which you charge the borough county councils with be accounted for by the fact that they are not subject to a Government audit as the administrative county councils are?—Yes, I think so.

12,053. Do you think it is explained by that?—I think it is.

12,054. (*Mr. Hobhouse.*) And is not this what we may call looseness of expenditure also explained to some extent by the fact that as the law now stands there is no compulsion on those councils to spend this fund on technical instruction; they may if they like devote it to the relief of the rates?—Yes.

12,055. Is your Department in communication with the auditors of the Local Government Board on these questions?—With the Local Government Board itself; not with the auditors.

12,056. So that the decisions that are arrived at by that Department are arrived at after communication with you on these particular questions?—Not always. If we have a point we refer it to them, and we also get an opinion from our own legal adviser.

12,057. Supposing the two departments differ?—Then, I suppose, the law officers would settle it.

RELATION OF PRIVATE SCHOOLS TO SCIENCE AND ART DEPARTMENT.

12,058. I understand you wish to give some evidence with regard to the examination of private schools by the Department?—In the evidence I gave on the last occasion, I think I was asked whether any private schools could be examined by the Department, and whether there was any charge made for it. My reply was, I think, that if they fulfilled certain conditions, appointing a committee and so on, the examination could be held in any school and no charge was made for it. I ought to have said that of course if this was to grow very largely the Department could not undertake to be an examining body except for its own schools, but there would have to be a limit placed upon the examinations which it would conduct in private schools or schools not in absolute connexion with the Department. That is the only thing I wish to add.

12,059. To what extent do you examine private schools at present under those conditions?—It is given in the annual report.

12,060. I see that your Department has given a decision that scholarships founded out of public money are not to be held at any school conducted for private profit. That is under sub-section 1 (*f*) of the Technical Instruction Act?—Yes.

12,061. Do you regard these scholarships as aid given to private venture schools?—Yes. I may say, that of course, it is not our decision; it is simply a legal opinion.

12,062. Given by your legal advisers?—Yes, given by our legal advisers.

12,063. In some cases has the decision been applied to proprietary schools too?—Yes.

12,064. You have had some instances of the conversion of proprietary schools into public schools?—Yes, we have.

12,065. Do you consider that there would be any great difficulty in dealing in this way with the large proprietary schools of the country, which do not pay a high dividend?—I do not think there ought to be any difficulty. When I say I do not think there ought to be any difficulty I mean any insurmountable difficulty.

12,066. Supposing the proprietors were willing to take a small fixed rate of interest on their present share capital and that was converted into a first charge on the school, and all future profits were appropriated to the development of the school, do you think that in some such way as that these schools might be put on a proper public basis?—Yes, I should hope they would.

12,067. And aided out of local rates?—Yes.

12,068. Do you think the present relations of your Department to the county councils, as an advisory body, are satisfactory, or do you think that you ought to have more control over their expenditure?—I should only like to see any such control arise from the county councils themselves wishing the Department to have a hand in the work they were doing. I think it would be very bad policy for us to try and force our services upon the county councils.

12,069. But do you consider that the present relations between you and the local authorities work on the whole satisfactorily?—I think they are beginning to work satisfactorily.

12,070. You think they are improving?—They are improving decidedly.

12,071. I suppose the local authorities are gradually beginning to understand the limits within which they can legally act?—Yes.

12,072. And you have no longer the number of applications to your Department for legal interpretations that you had at first?—No.

12,073. Have you had many cases of schools complaining to you that they do not get their due amount of aid from the local authorities?—Yes, a good many.

12,074. And you have had to settle those cases?—Yes.

12,075. And they have been settled without difficulty in most instances?—In most cases they have been settled without difficulty.

12,076. What class of schools are they?—They are so varied; in some cases they have been small endowed schools and in others what you would call private adventure schools although cloaked under the shelter of a committee.

12,077. (*Mr. Cockburn.*) Can you give us any figure as to the number of appeals to you?—Yes, I will insert it in my evidence.

12,078. (*Mr. Hobhouse.*) Do you consider that all schools that give technical instruction are entitled to share in the aid given to the local authorities, whatever be the endowment or income of the school?—I believe so.

12,079. That would be your interpretation of the Act?—Yes.

12,080. It would not depend upon the resources of the school?—No, except of course in relation to the Technical Instruction Amending Act, under which the local authority have got ample power to take into consideration the resources of the school before allotting any grant at all, and of course we should take the same view, that if a school was richly endowed it did not require the same amount of aid as a poor school.

12,081. And since the Act of 1891 the local authority has had much more discretion in this matter?—Yes.

12,082. (*Mr. Llewellyn Smith.*) Going back to the proposed new scheme of payments to organised science schools, do you anticipate any difficulty arising from having two scales of payment on results, one for boys in an organised science school, and the other for boys outside?—No.

12,083. There would not be the difficulty that the same boys would re-present themselves?—No.

12,084. That would be checked?—Yes. At the present time we have two scales of payment, one for training colleges and one for the outside.

12,085. (*Mr. Yoxall.*) You do not propose to appoint all the 80 sub-inspectors at once, do you?—No; 27 have been appointed.

12,086. You will gradually replace the present temporary inspectors?—Yes.

12,087. And those sub-inspectors will not only examine the drawing in elementary schools, but will eventually inspect, for the purpose of recommending the grants, evening continuation schools in science and evening classes in science generally?—I hope so; but there are great difficulties.

12,088. (*Mr. Cockburn.*) Is the amount of grant at your disposal as a department a fixed sum voted by Parliament from year to year?—It varies from year to year, and always increases each year.

12,089. Is it dispensed by you regardless of the vote of Parliament and upon the results of your examinations?—Yes.

12,090. You are not restricted to a definite sum which you are obliged to make do, if I may use the term?—No, we cannot be. We cannot tell at the beginning of the year how many students will present themselves. Of course we have to estimate the number of students who will present themselves, and we know about how much each student costs.

12,091. (*Mr. Hobhouse.*) You have to present estimates to the Treasury at the beginning of the year?—Yes.

12,092. (*Mr. Cockburn.*) But you have supplementary Votes if you exceed the estimates I suppose like other Departments?—Yes, and we occasionally do have them.

12,093. So that your awards on the payment by results of the examinations are not restricted in any measure by considerations of that kind?—Not in the least.

12,094. Is it hoped that it will be a more economical method of conducting the Department by these sub-inspectors, or a less economical method. I am speaking of the 80 who have to be members of the Department's own staff superseding the present temporary inspectors?—I think the cost will be about the same as at present. It will be more economical for the first few years because of course the salaries commence low and gradually rise. On an average you may take it that the expense will be covered by what is at present expended with more limited objects.

(*Mr. Hobhouse.*) We are very much obliged to you for your evidence.

The witness withdrew.

Adjourned to Tuesday, October 2nd, 1894, at 11 o'clock.

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APPENDIX No. 1.

Handed in by the Rev. E. F. M. MacCarthy, M.A. (*See Q.* 6395.)

PAST BRIDGE STREET BOYS.

Analysis of Occupations, year ending November, 1893.

Total.	Nature of Occupation.
1	Asbestos (Manufacture of).
5	Bedstead Trade (Brass).
1	Box (Wood) Trade.
6	Bookbinding Trade.
1	Brush Trade.
1	Book (Sale, Purchase, Cataloguing).
4	Button Trade.
12	Brass Cabinet Trade.
23	Building Trade.
11	Chemists' Assistants (Qualifying for Matriculation).
1	Chemistry (Assistant Master, Waverley Road Technical School).
35	Cabinet Trade (Apprenticed).
4	Cabinet Case Makers.
9	Carriage Body Making.
5	Confectionery Trade.
17	Compositors (Apprentices).
15	Chandelier and Electrical Fittings.
5	Designing and Modelling.
19	Die Sinkers.
2	Dentistry (Practical).
50	Draughtsmen (classified as follows):— Architects' Offices, 8; Art Metal, 10; Builders' Offices, 4; Engineers' Drawing Office, 8; Stained Glass (Drawing Office), 3; Lithographers, 15: Ecclesiastical Art Work, 2.
5	Drysalting Trade.
9	Drapery Trade (Apprentices).
2	Diamond Mounting.
1	Enameller.
18	Engravers (classified as follows):— Metal, 11; Wood, 7.
154	Engineering Trades (classified as follow):— Electrical, 19; Mechanical, 120; Locomotive, 7; Naval, 8.
1	Fish Trade (Wholesale).
8	Grocery Trade (Apprentices).
4	Glass Trade.
38	Jewellery Trade (Gold, Silver, and Electro Plating).
19	Laboratory Assistants, viz:— Chemical, Botanical, Metallurgical, Analysing (Alkali Waste), South Staffordshire Water Works Company, Analysing Samples, Brewery Laboratory.
4	Law Stationers' Trade.
14	Lamp Trade.
3	Musical Instruments (Manufacture of).
	Do. Folio (Messrs. Rogers and Priestley).
62	Metal Trades.
89	Machinists (*i.e.*, smaller work than Engineering).
10	Mathematical Instrument Trade.
1	Nail Trade.
1	Mason, Stone (Apprentice).
1	Telephone (Instrument) Royal National Telephone Company.

Total.	Nature of Occupation.
140	Offices (classified as follows) :— Government Post Office Department, 5; Accountants' Offices, 19; Brewing Offices, 3; Factors, 12; Solicitors' Offices, 12; Builders' Offices, 9; Insurance Offices, 15; Estate Offices, 11; Cotton (Messrs. Clark's) 1; Arts Club, 1; Timber Office, 1; Hay and Straw, 1; Printers' Office, 1; Corporation Gas Department, 2; Drysalters' Offices 5; County Court Office, 1; Electrical Supply Company, 1; Engineer's Office, 2; Loan Offices, 5; Stone and Slag (Earl of Dudley's Estate) 1; Typist, 1; Press (Daily Post) 1; Manufacturers' Offices, 13; Land and Building Societies' Offices, 2; Engineers' Offices, 4; Carriage Works Offices, 6; L.N.W.R., Mid.R., and G.W.R. V. Offices, 16; Brokers' Offices, 2.
3	Optician's Trade.
16	Plumbing and Sanitary Engineering (Apprentices).
1	Provision Trade (Wholesale).
14	Pattern Makers.
6	Pupil Teachers (some sat for Queen's Scholarships).
4	Photographic Business.
18	Printers' Trades (various Departments).
4	Rule Making.
4	Royal College of Science, London (Students). Gained Free Scholarship tenable as above for three years. 1*l.* 1s. per week allowed for Board and Railway fares to and from home Vacatian periods.
7	Steam Gauge Making.
1	Screw Trade (Machinist, Messrs. Nettlefold's).
13	Scale Making (Messrs. Avery and Mr. H. Bissecker principally).
9	Saddlery Trade.
3	Tobacco Trade (Wholesale Manufacture).
24	Tool Makers.
9	Tailoring Trade (Apprentices).
5	Timber Trade.
3	Training Ship.
7	Upholstering.
66	Warehouse (English and Foreign).
4	Watch Trade (Apprentices).
1	Wire Worker.
3	Wood Carving.
1	Wood Turning.
1,040	

APPENDIX

Handed in by Dr. Forsyth and Mr.

1*a*. APPENDIX containing STATISTICS of HIGHER

School.	Fees.	No. of Pupils.		Subjects.
		Stand. 7.	Over Stand. 7.	
Ashton - under - Lyne Albion Organised Science School.	1*s*. per week -	—	57	(*a*.) Organised Science School Subjects. (*b*.) Latin, French, German. (*c*.) Manual Instruction.
Bolton Higher Gradde School.	6*d*. per week -	No seventh standard.	201	(*a*.) Elementary School Subjects. (*b*.) Organised Science Subjects. (*c*.) French. (*d*.) Manual Instruction.
Birmingham Waverley Road Technical School.	None - - - -	195	307	(*a*.) Elementary School Subjects. (*b*.) Organised Science Subjects. (*c*.) Commercial Subjects. (*d*.) A domestic course for girls. (*e*.) French. (*f*.) Manual Instruction—wood and iron.
Birmingham Bridge Street Technical School.	None - -	70	180	(*a*.) Elementary School Subjects for Standard VII. (*b*.) Organised Science Subjects. (*c*.) Manual and Technical Subjects.
Brighton Higher Grade School.	6*d*. per week, not including books.	No seventh standard.	205	(*a*.) Elementary School Subjects. (*b*.) Organised Science Subjects. (*c*.) Modern Languages. (*d*.) Commercial Subjects. (*e*.) Manual Instruction.
Barrow-in-Furness Higher Grade School.	6*dl* per week, not including books, &c.	163	97 Not an organised science school.	(*a*.) Elementary School Subjects. (*b*.) Organised Science Subjects. (*c*.) Commercial Subjects. (*d*.) French and Latin. (*e*.) Manual Instruction.
Blyth and District Higher Grade School.	6*d*. and 9*d*. per week. 1*s*. per week in classes above the standards.	—	97 Not an organised science school.	(*a*.) Elementary School Subjects. (*b*.) Science and Art Subjects. (*c*.) Commercial Subjects. (*d*.) French.
Cardiff Higher Grade School.	6*d*. per week, not including books and stationery.	253	210	(*a*.) Elementary School Subjects. (*b*.) Organised Science Subjects. (*c*.) Commercial Subjects. (*d*.) Latin, French.
Coventry Bablake New School. (An endowed school not under the Education Department.)	1*s*. per week -	—	280 in the organised science school.	(*a*.) Elementary School Subjects. (*b*.) Organised Science Subjects. (*c*.) Latin, French, German. (*d*.) Commercial Subjects. (*e*.) Manual Instruction.

No. 2.

Bidgood. (*See Question* 8565.)

GRADE and ORGANISED SCIENCE SCHOOLS.

Scholarships.	Aid from County Councils.	Prepared for University and other Examinations.
(*a.*) Lancashire C.C. Scholarships. (*b.*) Scholarship 100*l.*, every second year.	120*l.* per annum from Lancaster C.C.	Preparation for London and Victoria University.
(*a.*) 16 Science and Art Scholarships. (*b.*) 5 Thomasson Scholarships, value 5*l.* each. (*c.*) 100 free places.	None - - - - -	Victoria Preliminary. Manchester Grammar School Exhibitions.
(*a.*) Science and Art Scholarships. (*b.*) Birmingham C.C. Scholarships.	Birmingham C.C. have established Maintenance Scholarships, which may be held at this School.	None yet. This is a new school.
(*a.*) Science and Art Scholarships. (*b.*) Several Local Scholarships. (*c.*) C.C. Scholarships.	Ditto - - - -	None yet.
(*a.*) 30 Science and Art Scholarships. (*b.*) 5 Hack Scholarships.	None - - - - -	(*a.*) Cambridge Local. (*b.*) College of Preceptors. (*c.*) London University Matriculation.
None - - - - -	None - - - -	(*a.*) Cambridge Local. (*b.*) Pharmaceutical. (*c.*) Edinburgh Medical Preliminary.
Recognised by the Northumberland C.C. as a local "Technical School." 20 County Council Scholarships. 8 free places.	This School receives about 100*l.* per annum from the C.C.	Northumberland C.C. Scholarships.
300*l.* annually competed for; value 10*l.* to 3*l.* each.	None - - - - -	(*a.*) London Matriculation. (*b.*) University College Scholarships. (*c.*) Cardiff C.C. Scholarships. (*d.*) Glamorgan C.C. Scholarships.
(*a.*) 36 Boarding Scholarships. (*b.*) 50 Day Scholarships.	None.	

School.	Fees.	No. of Pupils.		Subjects.
		Stand. 7.	Over Stan. 7.	
Derby Higher Grade School.	Varying from 3*d.* per week to 8*d.* Fees in the Organised Science School, 3*d.* per week.	65	120	(*a.*) Elementary School Subjects. (*b.*) Organised Science Subjects. (*c.*) Commercial Subjects. (*d.*) Domestic Subjects.
Gateshead Higher Grade School.	9*d.* per week, including books and stationery.	150	202	(*a.*) Elementary School Subjects. (*b.*) Organised Science Subjects. (*c.*) Commercial Subjects. (*d.*) Latin, French. (*e.*) Manual Instruction. (*f.*) Instrumental Music.
Halifax Higher Grade School.	6*d.* per week, without books and stationery.	120	173	(*a.*) Elementary School Subjects. (*b.*) Organised Science Subjects. (*c.*) Latin, French.
Hull Central Higher Grade School.	5*s.* 6*d.* per quarter in Standards. 8*s.* per quarter above Standard VII.	203	194	(*a.*) Elementary School Subjects. (*b.*) Organised Science Subjects. (*c.*) French, Latin. (*d.*) Manual Instruction shortly.
Ipswich Higher Grade School.	6*d.* per week, including books and stationery.	80	50 Not an organised science school.	(*a.*) Elementary School Subjects. (*b.*) Science and Art Subjects. (*c.*) Commercial Subjects. (*d.*) Domestic Subjects. (*e.*) French. (*f.*) Gymnastics. (*g.*) Manual Instruction.
Leeds Central Higher Grade.	9*d.* per week, or 7*s.* 6*d.* per quarter. Does not include books for home work.	495	395	(*a.*) Elementary School Subjects. (*b.*) Organised Science Subjects. (*c.*) Latin, French, German. (*d.*) Commercial Subjects. (*e.*) Manual Instruction, Gymnastics. (*f.*) Instrumental Music.
Leicester Ald. Newton's School.	6*d.* per week	No Standard VII.	130	(*a.*) Elementary School Subjects. (*b.*) Organised Science Subjects. (*c.*) French, German, Shorthand.
Luton Higher Grade School.	4*d.* per week, including books, &c.	64	36 Not an organised science school.	(*a.*) Elementary School Subjects. (*b.*) Science and Art Subjects. (*c.*) Latin and French. (*d.*) Commercial Subjects.
Manchester Central Higher Grade School.	Elementary School 6*d.* per week, and a charge for books and stationery. Organised Science School: Ratepayers' Children 6*d.* per week. Non-ratepayers' Children 1*s.* per week, with a charge for books and stationery.	330	310	(*a.*) Elementary School Subjects. (*b.*) Organised Science School Subjects. (*c.*) Commercial Subjects. (*d.*) French, German, Latin. (*e.*) Manual Instruction.

Scholarships.	Aid from County Councils.	Prepared for University and other Examinations.
(*a.*) 25 Junior Technical Scholarships awarded by the Derbyshire C.C. (*b.*) 80 free places.	Not any from the C. C. of Derby.	
(*a.*) 7 Science and Art Scholarships. (*b.*) 40 free places.	None from Borough Council. Durham C.C. make a grant for children attending from the County. Northumberland C.C. Scholarships held here.	(*a.*) Scholarship Exams. of the Durham C.C. Northumberland C.C. and Durham College of Science. (*b.*) Pharmaceutical Examinations. (*c.*) Cambridge Local.
(*a.*) 20 Science and Art Scholarships. (*b.*) West Riding C.C. Scholarships. (*c.*) 100 free places.	None, except that the West Riding C.C. recognise the School as one in which their Scholarships may be held.	(*a.*) London Matriculation. (*b.*) Pharmaceutical Examinations.
108 free places - - -	None from Borough Council. The East Riding C.C. allow their Scholarships to be tenable at this School.	Various Preliminary Examinations.
54 free places - - - -	None - - - - -	None as yet. New school.
(*a.*) 22 Science and Art - (*b.*) Leeds County Council Scholarships. 30 of 21*l.* each. (*c.*) 70 West Riding County Council Exhibitions. (*d.*) 180 free places.	(*a.*) West Riding C.C. send 70 pupils. (*b.*) Leeds C.C. give 3,000*l.* to the Board.	(*a.*) Admission and Preliminary Examinations, Victoria University. (*b.*) London Matriculation. (*c.*) Pharmaceutical, Legal, &c.
(*a.*) 14 of 10*l.* each - - (*b.*) 40 of 2*l.* each. (*c.*) 70 free places.	The C.C. allows its Scholarships to be held here. Nothing from County Borough.	
None - - - - - -	A small grant.	
(*a.*) 27 Science and Art Scholarships. (*b.*) 7 Lancasterian Scholarships. (*c.*) Many free places.	None direct, but the Manchester C.C. make a grant to the Board which is used for Evening Classes.	(*a.*) London Matriculation. (*b.*) Victoria University. (*c.*) National Scholarships and Royal Exhibitions. (*d.*) College of Preceptors.

School.	Fees.	No. of Pupils.		Subjects.
		Stand. 7.	Over Stan. 7.	
Manchester Waterloo Higher Grade School.	3*d.* per week -	No seventh standard.	100	(*a.*) Elementary School Subjects. (*b.*) Organised Science Subjects. (*c.*) Commercial Subjects. (*d.*) French. (*e.*) Manual Instruction.
Nottingham High Pavement Higher Grade School.	5*s.* 6*d.* quarterly, without books or stationery.	116	47	(*a.*) Elementary School Subjects. (*b.*) South Kensington Subjects. (*c.*) Commercial Subjects. (*d.*) French, German, Latin. (*e.*) Manual Instruction.
Newcastle Rutherford College.	15*s.* to 21*s.* per quarter.	Not a public elementary school.	308 in organised science school.	(*a.*) Elementary School Subjects. (*b.*) Organised Science Subjects. (*c.*) Latin. Greek, French, German. (*d.*) Commercial Subjects. (*e.*) Manual Instruction. (*f.*) Instrumental Music.
Norwich Higher Grade School.	9*d.* per week, including books.	121	155	(*a.*) Elementary School Subjects. (*b.*) Organised Science Subjects. (*c.*) Latin, French, German. (*d.*) Instrumental Music. (*e.*) Commercial Subjects.
Oldham Higher Grade School.	3*d.* to 6*d.* for Children in standards, 6*d.* for Childrenof Ratepayers, and 9*d.* for others above the standards. Books not included.	107	34	(*a.*) Elementary School Subjects, (*b.*) Organised Science Subjects. (*c.*) French. (*d.*) Commercial Subjects. (*e.*) Manual Instruction,
Portsmouth Higher Grade School.	3*d.* per week not including home-work books.	190	195	(*a.*) Elementary School Subjects. (*b.*) Organised Science Subjects. (*c.*) Manual Instruction—wood and metal.
Sexey's Trade School, Bruton Somerset.	Tuition 4*l.* a year. Books, &c. 10*s.* a year.	Not a public elementary school.	80 to 100. Not an organised science school.	(*a.*) Elementary School Subjects. (*b.*) Science Subjects. (*c.*) Practical Subjects, such as Land Surveying, and Commercial Subjects. (*d.*) Manual Work in wood and metal.
Sheffield Central Higher Grade School.	None - -	443	357	(*a.*) Elementary School Subjects. (*b.*) Organised Science Subjects. (*c.*) Commercial School Subjects. (*d.*) French, German, Latin.
underland Higher Grade School.	9*d.* per week, including books.	216	151	(*a.*) Elementary School Subjects. (*b.*) Organised Science Subjects. (*c.*) Latin, French, German.
South Shields Higher Grade School.	4*d.* per week -	174	193	(*a.*) Elementary School Subjects. (*b.*) Organised Science Subjects. (*c.*) Latin, French. (*d.*) Commercial Subjects

Scholarships.	Aid from County Councils.	Prepared for University and other Examinations
(*a.*) Science and Art Scholarships. (*b.*) Lancasterian Scholarships. (*c.*) Free places.	Same as for the Central Higher Grade School.	
(*a.*) Several Science and Art Scholarships. (*b.*) 2 High Pavement Memorial Scholarships. 6*l.* 10*s.* each. (*c.*) 1 Henry Farmer Memorial Scholarship, 10*l.* each. (*d.*) 80 Free places.	County and County Borough Councils make grants to School Board for Technical Instruction. Nottinghamshire and Derbyshire C.C. Scholarships may be held here.	(*a.*) County Council Scholarships. (*b.*) Cambridge Local. (*c.*) College of Preceptors.
(*a.*) 22 Science and Art Scholarships.	(*a.*) Newcastle Council give a large grant. (*b.*) Northumberland C.C. give a capitation grant.	(*a.*) London Matriculation. (*b.*) Pharmaceutical Examinations. (*c.*) Medical Preliminary.
(*a.*) Science and Art Scholarships. (*b.*) Norfolk C.C. Scholarships (*c.*) A number of free places.	County and County Borough Councils make their Scholarships tenable at this School.	(*a.*) Cambridge Local. (*b.*) Pharmaceutical. (*c.*) College of Preceptors.
(*a.*) Science and Art Scholarships. (*b.*) 7 Cowhill School Trustees Scholarships. (*c.*) 30 free places Standard Seven and Science School.	None.	
10 free places - - -	None direct. The Portsmouth County Council make a grant to the board for Evening Classes.	Examinations for Dockyard Apprentices.
(*a.*) 10 per cent. of the places are free. (*b.*) 3 East Somerset Agricultural Society's Scholarships, 10*l.* for 3 years. (*c.*) 22 County Council Scholarships, 15*l.* to 25*l.* for 3 years.	2*l.* for each day scholar - 3*l.* for each boarder - -	(*a.*) Science and Art Department Examinations. (*b.*) Royal Agricultural Society's Examinations. (*c.*) Somerset County Council Examinations for Senior and Intermediate Scholarships.
Lancasterial Scholarships, 5*l.* 10*l.*, 15*l.*, 25*l.*	None - - -	(*a.*) London Matriculation. (*b.*) Queen's Scholarship.
(*a.*) 22 Science and Art Scholarships. (*b.*) 10 free places - -	None - - -	(*a.*) Queen's Scholarships. (*b.*) College of Preceptors.
None - - -	The Borough County Council gave the School 140*l.* last year.	(*a.*) Cambridge Local. (*b.*) Trinity College Musical Examinations.

School.	Fees.	No. of Pupils.		Subjects.
		Stand. 7.	Over Stand. 7.	
Sawnsea Higher Grade School.	9*d.* per week, including books.	53	74	(*a.*) Elementary School Subjects. (*b.*) Organised Science Subjects. (*c.*) Commercial Subjects. (*d.*) Latin, French. (*e.*) Manual Instruction and Gymnastics (shortly).
Stratford Carpenters' Company's Institute. Organised Science School only.	6*d.* per week -	—	110	(*a.*) Organised Science School Subjects. (*b.*) Workshop Instruction.
Stockport Brentnall Street Higher Grade Wesleyan School.	6*d.* per week not including books.	32	20	(*a.*) Elementary School Subjects. (*b.*) Science and Art Subjects. (*c.*) Domestic course for girls. (*d.*) French.
Wolverhampton Higher Grade School.	6*d.* per week, including books, &c.	140	44	(*a.*) Elementary School Subjects. (*b.*) Organised Science Subjects. (*c.*) French. (*d.*) Commercial Subjects.

Scholarships.	Aid from County Councils.	Prepared for University and other Examinations.
(*a.*) Free places awarded by the School Board, (*b.*) Places at reduced fees -	None at present - -	(*a.*) London Matriculation. (*b.*) Pharmaceutical and Legal Examinations. (*c.*) Scholarship Examinations at University College, &c.
2 at 12*l.* per annum - - 4 at 6*l.* „ „ - - 8 at 3*l.* „ „ - -	None - - - -	City and Guilds' Examinations.
(*a.*) 2 Science and Art Scholarships. (*b.*) 14 free places - -	None.	
25 per cent. free places -	None - - -	New School. None at present.

. Ib.—Appendix on the General Lines of the Leeds Higher Grade School.

Attendance at School—

(1.) On Roll, 2,200.
(2.) Average, 2,012.

Children attending School—

(1.) From 7 years of age to 17 or 18, from Standard I. to a Fourth Year in the Organised Science School.

(2.) The School is attended by 1,295 Boys, 905 Girls, in two sections,—Elementary, Higher.

(3.) In the Elementary Section, and in the lower classes of the Higher Section the sexes are kept distinct, but in the higher classes of the School they are often taught together.

(4.) The classes in the lower Standards are small, and consist mainly of brothers and sisters of older pupils. About 1,000 pupils are beyond Standard VI., and 1,427 pupils are over 12 years of age.

(5.) Up to and including Standard VII. the School is worked on the lines of the Code, Education Department, and is inspected by Her Majesty's Inspectors of Schools.

In Standard VII. 300 Boys, 195 Girls are taught Elementary Science according to the regulations of the Science and Art Department.

(6.) Under the Education Code the following subjects are taught:—

Junior Division.

(Standards I., II., III., IV.).

Subjects.—Scripture, English, Writing, Dictation, Arithmetic, Elementary Geography, History, Grammar, Kindergarten Exercises, Gymnastics, Drawing, and Music; and Needlework for Girls.

Middle Division.

(Standards V., VI.)

Subjects.—Scripture, English, Writing, Dictation, Arithmetic, Grammar, Composition, Geography, History, Elementary Mathematics, Elementary Latin, French, Drawing, Gymnastics, Manual Instruction, and Music; Needlework and Cookery for Girls.

Senior Division.

(Standard VII.).

Subjects.—Scripture, English, Writing, Dictation, Arithmetic, Grammar, Composition, Geography, History, Elementary Mathematics, Elementary Latin, French, Drawing, Gymnastics, Manual Instruction, Music, Physiography, and Physiology; Needlework and Cookery, for Girls.

(7.) In the Higher Section all these subjects are continued to a higher degree, and others are added:—

(1.) The full Science Course of the Science and Art Department.

(2.) English Literature, German, Dressmaking (for Girls), Shorthand, Book-keeping.

(8.) The reason for having an elementary Section is:—

To give a complete system of training suited to the wants of the people, from the lowest class up to these preparatory to the Workshop, Factory, Counting-house, or University.

(9.) The fees paid are 9*d.* per week (including the supply of class books).

In Standard VII. the sciences have been selected on educational principles in order (1) that boys and girls may be so instructed in Physiology as to understand the laws of health and sanitation, and (2) that they may be able from Physiography to appreciate the great principles that govern the natural world around them. The science instruction is illustrated with practical experiments, and by excursions, under the direction of the Principal and the teachers, to interesting localities in the neighbourhood of Leeds.

Higher Section.

This section is intended for scholars beyond the standards of the Education Code; and the full courses of study occupy four years, and are arranged with a view to the future occupations of the pupils. The selection of the course should, therefore, be a matter for consideration between parents and the Principal.

Subjects of Study for Boys.

First Year.

English.—A period of English History and Literature; and the study of an English Classic.
Latin.—Latin Grammar and Elementary Composition; Easy Translation.
Mathematics.—Arithmetic; Algebra; Euclid.
French.—Thorough Revision of Grammar; Easy Translation.
Science.—Inorganic Chemistry (Theoretical and Practical); Sound, Light and Heat.
Drawing.—Practical Plane and Solid Geometry; Freehand.
Commercial.—Shorthand; Geography (British Islands, Australia, and British North America); Book-keeping.
Manual Instruction in the Workshop.
Gymnastics.

Second Year.

English.—A period of English History; a period of English Literature; with the study of an English Classic.
Latin.—Latin Grammar and Prose Composition; Cæsar, Helvetian War.
Mathematics.—Algebra; Geometry; Plane Trigonometry.
French.—Grammar; Translation; Repetition of Easy Poems.
German.—Grammar, Easy Translation.
Science.—Practical Plane and Solid Geometry: Advanced Inorganic Chemistry (Theoretical and Practical); Theoretical Mechanics; Electricity and Magnetism.
Drawing.—Linear Perspective; Model; Elementary Shading.
Commercial.—Shorthand; Book-keeping; Geography (Europe and British India.)
Manual Instruction in the Workshop.
Gymnastics.

Third Year.

English.—Modern English History and Literature; History of the English Language.
Latin.—Latin Grammar and Prose Composition; Cæsar, De Bello Gallico, Book I.
Mathematics.—Algebra; Euclid; Plane and Spherical Trigonometry.
French.—Conversation; De Maistre, La Jeune Sibérienne.
German.—Grammar; Conversation; Lange's German Reader.
Science.—Electricity and Magnetism; Organic Chemistry (Theoretical and Practical); Inorganic Chemistry, Quantitative Analysis. Practical Plane and Solid Geometry; Machine Construction.

ART.—Mechanical Drawing; Shading from Objects and Casts; Painting in Water-Colours and Oil.
COMMERCIAL.—Shorthand; Book-keeping; Commercial Geography.
MANUAL INSTRUCTION in the Workshop.
GYMNASTICS.

Fourth Year.

ENGLISH.—History of the English Language; Modern Literature and History.
LATIN.—Sallust, Catiline; Roman History and Geography.
MATHEMATICS.—Algebra; Euclid; Trigonometry, Solid Geometry and Conic Sections.
FRENCH.—Grammar; Erckmann-Chatrian, Histoire d'un Conscrit.
GERMAN.—Grammar; Conversation; Lange's German Reader.
SCIENCE.—Theoretical Mechanics (Advanced); Inorganic Chemistry (Honours); Physiography (Advanced); Botany; Machine Construction.
ART.—Mechanical Drawing; Shading from Objects and Casts; Painting in Water-Colours and Oils.
MANUAL INSTRUCTION in the Workshops.
GYMNASTICS.

SUBJECTS OF STUDY FOR GIRLS.

First Year.

ENGLISH.—A period of English History and Literature; and the Study of an English Classic.
LATIN.—Latin Grammar and Elementary Composition; Easy Translation.
MATHEMATICS.—Arithmetic; Algebra; Euclid.
FRENCH.—Thorough revision of Grammar; Conversation; Easy Translation.
SCIENCE.—Chemistry (Theoretical and Practical); Sound, Light and Heat.
DRAWING.—Practical Plane, and Solid Geometry; Freehand.
GEOGRAPHY.—British Islands, Australia, and British N. America.
COOKERY, NEEDLEWORK, and CUTTING-OUT.
CALISTHENICS.

Second Year.

ENGLISH.—A period of English History; a period of English Literature; with the Study of an English Classic.
LATIN.—Latin Grammar and Prose Competition; Cæsar, Helvetian War.
MATHEMATICS.—Algebra; Euclid; Plane Trigonometry.
FRENCH.—Conversation; Translation; Repetition of Easy Poems.
GERMAN.—Grammar; Easy Translation.
SCIENCE.—Advanced Inorganic Chemistry (Theoretical and Practical); Elementary Botany; Magnetism and Electricity.
DRAWING.—Linear Perspective; Model; Elementary Shading.
GEOGRAPHY.—Europe and British India.
COOKERY, NEEDLEWORK, and CUTTING-OUT.
CALISTHENICS.

Third and Fourth Years.

ENGLISH.—Modern English History and Literature; History of the English Language.
LATIN.—Sallust, Catiline; Roman History and Geography.
MATHEMATICS.—Algebra; Euclid; Plane and Spherical Trigonometry.
FRENCH.—Conversation; De Maistre, La Jeune, Sibérienne; Erckmann-Chatrian; Histoire d'un Conscrit.
GERMAN.—Grammar; Conversation; Lange's German Reader.

SCIENCE.—Electricity and Magnetism: Inorganic Chemistry (Theoretical and Practical); Elementary Botany.
ART.—Shading from Objects and Casts; Painting in Water-Colours and Oil.
COMMERCIAL GEOGRAPHY.
COOKERY, NEEDLEWORK, and CUTTING-OUT.
CALISTHENICS.

The Science Course is that laid down by the Science and Art Department for Organised Science Schools. All the Science Subjects are illustrated in practical form by visits to public works (engineering, chemical, industrial), and excursions are made on Saturdays to the country in search of botanical and geological specimens. In all such visits and excursions the pupils are accompanied by the Principal and the teachers.

SCHOLARSHIP SCHEMES.

1. School Board Scholarships; conferring,—
   Free Admission and Free Books. About 200 pupils hold them at present.
2. S. and A. Scholarships, founded by private beneficence—their value being 9*l.*, 12*l.*, 15*l.*, for three years respectively. About 40 pupils hold these at present.
3. Leeds County Council Scholarships. 18*l.* paid in four instalments during two years.
4. West Riding County Council Scholarships, granted to pupils coming from Country districts. A free pass for travelling, and the payment of fees. About 70 pupils hold these at present.
5. Scholarships for continuing higher education at a University or other Institution of similar rank.

By Competitive Examinations.
- (*a.*) W.R.C.C. Scholarships—
  60*l.* and 30*l.* a year. One pupil this year gained a Scholarship of 60*l.* a year, for four years.
- (*b.*) Yorkshire College Scholarships—
  50*l.*, 40*l.*, 20*l.* Two pupils last year, and three pupils this year gained these Scholarships.

RETURN, as requested, from the ASSOCIATION of HEAD MASTERS of HIGHER GRADE and ORGANISED SCIENCE SCHOOLS, of the NUMBER of PUPILS from the ORGANISED SCIENCE SCHOOLS of the MEMBERS of the ASSOCIATION who have passed UNIVERSITY and UNIVERSITY COLLEGE and such EXAMINATIONS direct from the SCHOOLS.

JOHN BIDGOOD, Gateshead, Hon. Sec.

School.	University or College.	Years.	Examinations.	Successes.	Nature of Successes.
Bablake New School, Coventry.	Mason College	1890-93	Entrance - - - -	6 successes	
Brighton, Higher Grade	London - -	1890-92	Matriculation - - - -	2 successes	1st Division.
	Cambridge -	1893	Junior Local - - -	2 „	Honours 1st Class, 1st Division
					Honours 2nd Class 2nd Division.
Cardiff, Higher Grade	London - -	1889-94	Matriculation - - - -	22 „	2 Honours. 13 1st Division 7 2nd Division
	University College of South Wales.	1889-94	Scholarship Examination -	27 „	2 Firsts on list.
	Victoria - -	1890	Preliminary - - -	1 „	

School.	University or College.	Years.	Examinations.	Successes.	Nature of Successes.
Gateshead, Higher Grade.	Durham College of Science.	1893-94	Open Exhibition Examination	2 successes	1st and 2nd on list.
	"	"	Matriculation Examination	6 "	
	"	"	Durham County Council Major School.	1 "	1st on list.
	"	"	Northumberland Major School	1 "	
Kilmarknock Academy (Organised Science School one year.)	Edinburgh	1894	Preliminary Bursary	1 "	8th bursary.
	Glasgow	"	Ditto	1 "	
		"	Leaving certificates	226 "	2 Honours. 37 Higher Grade. 187 Lower Grade.
Leeds Higher Grade.	London	1891-94	Matriculation	11 "	10 1st Division.
	Victoria	1893-94	Preliminary	6 "	5 1st Classes.
	Yorkshire College.	1893-94	School examinations	6 "	
Manchester, Central Higher Grade.	London	1886-94	Matriculation	9 "	4 Honours. 3 1st Division.
	Royal College of Science.	1884-94	National Scholarships and Royal Exhibitions.	36 "	
	Victoria	1889-94	Preliminary	7 "	
Norwich, Higher Grade.	Royal College of Science	1893-94	Fell studentships	2 "	
	Cambridge	1892	Junior Local	7 "	3 Honours.
Rutherford College, Newcastle.	Cambridge	1883-89	Senior Local	5 "	3 "
	London	1883-93	Matriculation	36 "	5 Honours, 25 1st Division.
	"		Intermediate Arts	3 "	1st Division.
	"		" Science	9 "	8 1st Division.
	Edinburgh	1886-93	Medical Preliminary	16 "	9 Honours.
	"	1892-93	Entrance	2 "	2 Newton bursaries.
	Royal College of Science.	1887-91	National Scholarships and Royal Exhibitions.	5 "	
Sexby's Trade School Bruton Sheffield, Higher Grade.		1893	Royal Agricultural Society	1 scholarship	12th on list.
	London	1883-94	Matriculation	10 successes	1 Head of Honour list. 10 1st Division.
	"	"	Preliminary Scientific	1 "	1st Division.
	Firth College	1883-94	Scholarship Examination	6 "	
	Royal College of Science.	1884-94	Royal Exhibition and National Schools.	5 "	
	"	"	Free Studentship and Studentship in Training.	5 "	
	Sheffield Medical School.	"	Entrance Scholarship	1 "	
Sheffield Technical School.	Same School	1891-94	Scholarships	7 awarded	
South Shields, Higher Grade.	Cambridge	1891-93	Junior Local	23 successes	7 Honours.
Sunderland, Higher Grade.	Royal College of Science.	1894	Free Studentship	1 "	
West Hartlepool, Upper Grade.	Durham College of Science.	1893	Open Exhibition	1 "	

APPENDIX No. 3.

Handed in by Mr. Charles Henry Wyatt, Clerk of the Manchester School Board, Honorary Secretary of the Association of School Boards. (*See Question No.* 9912.)

The following diagram illustrates the connexion I would make between the primary schools, the higher grade schools (secondary school of third grade), and secondary school (second grade):—

		Highest Division: Pupils preparing for the universities or professions, *et cætera.*
	Upper Division: Pupils who have passed the standards.	Middle Division.
VII. VI. V. IV. III. II. I. — Standards and infants.	Preparatory Division: Standards.	Preparatory Division.
Primary school.	Higher grade school (secondary school of third grade).	Secondary school of second grade.

By the arrangement set forth in this diagram the secondary schools of the second grade, which deal largely with classical education, and are the immediate avenues to the universities, would each have as a base a preparatory school for those who, owing to class distinctions of various kinds, will never be found in great numbers in the public elementary schools.

APPENDIX No. 4.

Handed in by Gilbert R. Redgrave, Esquire. (*See Question* 10,214.)

1892–93.

School.	Day and Evening.	Day.			Total.
	Amount of Grant on Results on Account of Students not belonging to the O. S. School.	Amount of Grant on Results on Account of Students of the O. S. School.	Capitation Grant (O. S. S. Students only).	Manual Instruction Grant (O. S. S. Students only).	
	£ s. d.	£ s. d.	£ s. d.	£ s. d.	£ s. d.
15,196 Leeds - Day	254 10 0	1,922 10 0	288 0 0	78 8 0	3,049 7 0
Evng.	505 19 0				
		2,231·18.—			
2264 Manchester - Day	48 0 0	1,340 0 0	239 0 0	78 1 0	2,231 11 0
Evng.	526 10 0				
		1,657·1.—			
5436 Sheffield - Day	493 6 0	211 10 0	38 0 0	8 14 0	1,171 0 0
Evng.	419 10 0				
		258·4.—			
15,102 Sheffield - Day	7 10 0	377 1 0	63 0 0	22 15 0	602 16 0
Evng.	132 10 0				
			462·16.—		

APPENDIX No. 5.

Handed in by Sir Henry Longley, K.C.B. (*See Question* 11,420.)

EXTRACT from the THIRTY-SIXTH REPORT of the CHARITY COMMISSION.

Inspection of Foundations regulated by Schemes under the Endowed Schools Acts.

(25.) An important development of our work, in its bearing upon educational endowments, has occurred during the past year, and calls for special mention in this report. We have from time to time noticed in our annual reports* the growing need of an inspection which should test the administration of endowments re-organised by schemes under the Endowed Schools Acts.

The inspection thus contemplated may be described as an inquiry into the completeness with which schemes are being carried out—into the condition and organisation of endowments, and of their work—and into the success with which the operation of the schemes has been attended. The inquiry thus indicated is, in fact, an administrative inspection, as distinguished from the educational inspection of public elementary schools by the Education Department.

We have further stated in our reports, and on other occasions, that, in the absence of a special staff for carrying out such an inspection simultaneously with the conduct of our current business, the desired inquiry could be made only at the cost† of a partial suspension of the work of

* 27th Report, p. 6; 28th Report, pp. 14–16; 29th Report, pp. 15–16.
† 27th Report, p. 6; 29th Report, p. 16.

framing schemes under the Endowed Schools Acts. And we have likewise pointed out* that the amount of recurrent work—whether in the way of ordinary administration, or as preliminary to the amendment of schemes in view of varying conditions of locality or endowment—which is a necessary consequence of the re-organisation of educational endowments by our original schemes, suggests the need for some permanent organisation of our special jurisdiction over those endowments.

Recommendations, on this point, of Select Committee of House of Commons.

(26.) The questions thus raised by us have recently attracted public attention by means both of discussion in Parliament, and of the Report made and the evidence taken by the Select Committee of the House of Commons, which during the years 1886-87 conducted, under the chairmanship of Sir Lyon Playfair, an inquiry into our administration of the Endowed Schools Acts.

Under the head (VIII.) of "Examination, Inspection, and Supervision, of Endowed Schools," that Committee reported as follows:—

> Evidence from different quarters agrees in pointing to an extension of the means at the disposal of the Commissioners as being needed if the objects of the Acts are to be fully attained. At present the powers of the Commissioners under these Acts are limited to the framing of schemes, and do not include the supervision of the schemes when framed; while their ordinary jurisdiction under the Charitable Trusts Acts is not specially adapted to it. It is often of great importance that a scheme should at first be helped on its way, that imperfections should be removed, and misapplications checked. Your Committee would approve of the appointment of additional Assistant Commissioners who should act as Inspectors of Schemes for these purposes. With a slight increase in staff the object might be satisfactorily attained.

Need for this inspection.

(27.) In these circumstances, and as the need of inspection is daily brought home to us with increasing force in the course of our current work, we have considered that we could no longer refrain from facing the practical question which appeared to present itself for solution.

Although it is correctly stated in the foregoing extract that our powers under the Endowed Schools Acts do not extend, and under the Charitable Trusts Acts, are not specially adapted, to the supervision of schemes, nevertheless it is clear that from us such supervision is expected; nor can it be denied that this expectation is justified by provisions of the existing law. In old times it was the duty of the visitor of an educational foundation to see, in case of need, that it was properly administered. The Court of Chancery subsequently established a more general jurisdiction. But the functions of the Court of Chancery in this respect are, under the Charitable Trusts Acts, now mainly exercised by us; and further, under section 20 of the Endowed Schools Acts, 1869, taken together with the provisions which have, in pursuance of that section, been inserted in schemes, Your Majesty has now become sole depositary in almost every instance of the rights and powers of the visitor of educational foundations under such schemes, and exercises such rights and powers solely through our agency.

Necessity for the employment, in this inspection, of Assistant Commissioners appointed under the Endowed Schools Acts.

(28.) No addition to our staff, such as it was indicated in the above extract would be required for the purpose of a complete performance of these duties, has been accorded to us. In considering by what means the work in question might best be commenced, we had to regard it, in the first place as work properly falling within the scope of the Charitable Trusts Acts, and not of the Endowed Schools Acts, and as forming a part of the duties naturally devolving upon the officers of our staff appointed under the Acts first named.

selected for inspection.

But we found that the execution of the work, by our ordinary inspecting staff appointed under the Charitable Trusts Acts, was absolutely precluded by the paramount claims of our current administrative business under those Acts. We have, therefore, found ourselves in the position of

* 29th Report, p. 16.

being compelled to choose between the abandonment, on the one hand, of an inquiry suggested alike by our own experience and by high external authority, and the partial diversion, on the other hand, to that purpose of the services of the staff of Assistant Commissioners appointed under the Endowed Schools Acts, who possess, in the result of experience gained in dealing with educational endowments, a special aptitude for the conduct of such an inquiry.

It seemed to us, upon the fullest consideration of the question which had thus been raised, that we should best promote the interests of the public service by accepting the latter alternative.

(29.) Accordingly, we determined, towards the end of the year 1887, to institute a systematic inspection, within certain geographical limits, of all the schools and educational endowments appropriated by schemes under the Endowed Schools Acts to Secondary or Higher Education, with the intention, if in the result it should appear desirable, to extend the process to other districts; and we selected for this purpose four counties, namely, Devonshire, Lincolnshire, Northamptonshire, and Staffordshire, as the first field for the experiment.

During the Session of 1888, the attention of Your Majesty's Government was repeatedly called in Parliament, both by direct motion and by question, to the need for the institution of such an inspection; and it is satisfactory to us to believe that in adopting this course of action we have not misinterpreted the wishes of Parliament.

Instructions given to Assistant Commissioners.

(30.) In arranging for this inspection we directed our Assistant Commissioners in each case to inquire as to the carrying into effect of the provisions of the scheme, and to take note of any point in which they had either not come into operation, failed of effect, or been disregarded; and to report, according to the circumstances, what reasons were alleged for failure or disregard, whether any amendment of the scheme appeared proper to be made, or was desired by the governing body, and what steps if any, were required to be taken in order that the practice in future might conform to the law. Attention was further to be particularly directed to the working of the clauses usually inserted in schemes prescribing the manner of appointing representative governors and other business arrangements; to the financial arrangements of the endowment as prescribed by the scheme, and to any temporary provisions which might be in operation, or have ceased to operate; to the educational arrangements of the school and scheme; to the course of instruction, whether in regard to subjects prescribed it was in accordance with the scheme, and in regard to other subjects (if any) whether it was suitable to the grade of school contemplated; to the working of the clauses allowing extra fees, especially the extra fee often prescribed for Greek in second grade schools; to the exhibition and scholarship clauses, the preferences established by scheme, the places to which away-going exhibitions were taken, and from which boys came with extraneous exhibitions; and lastly, to the condition of the buildings, completeness of plant, and sufficiency of apparatus, especially for scientific teaching, to the adequacy or otherwise of staff, to the rate of fees actually charged to the scholars, and of capitation fees paid to the headmaster, to the number of scholars in the school, and to the degree of favour with which it was regarded in the neighbourhood, or by the class for whom it was intended.

Assistant Commissioners not instructed to examine the scholars.

(31.) It was not contemplated that the Assistant Commissioners should examine the scholars in the schools, nor that they should report of their own responsibility upon the efficiency of the teaching; neither were complaints in any case to be invited; but any complaint made was to be noticed in the report.

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This inspection does not include examination.

(40.) Recognising the fundamental distinction to be drawn, as already stated, between a purely administrative inspection, and an examination into the proficiency of the scholars, and the efficiency of the teaching, in endowed schools, we have expressly excluded the latter work from the range of the inspections thus conducted. While we have endeavoured to secure by means of our schemes the establishment and maintenance of

such an examination, we have not considered that it was within our province to conduct it from our Office. It may, however, be convenient, as public attention has been directed specially to this question, that we should state shortly what we have done and are doing to promote the efficiency of examinations.

How examination is provided for.

(41.) It is required by every scheme under the Endowed Schools Acts that the scholars in the school regulated by the scheme (not being a public elementary school), shall be annually examined by an examiner or examiners appointed and paid by the governors of the school, but otherwise unconnected with it. It is further required that the examiner or examiners so appointed shall report to the governors on the proficiency of the scholars and the condition of the school, and that the Report shall be communicated to the headmaster or headmistress of the school, as the case may be.

Transmission of examiners' reports to this Office.

(42.) We have for some years past deemed it necessary to require, further, that, in each case, a copy of the report shall be transmitted to this Office.

Conclusions derived from these reports.

(43.) The information derived from these reports, and from other sources, leads us to believe that the requirements of our schemes in respect of examination are very generally observed by the governors of endowed schools; and that an external examination of schools regulated by schemes under the Endowed Schools Acts, has been, in the main, secured.

We are alive to the necessity, in the general interests of Secondary Education, of providing additional guarantees of the efficiency of these examinations, and we propose to consider during the present year what measures, if any, it may be proper that we should take with that object.

Extension of work of this Office in respect of superintendence of educational endowments.

(44.) Enough has, we believe, been said here of our work upon educational endowments to indicate the extension, gradual at first, and now becoming more rapid, of the scope of that work, and of our functions in respect of it. This extension, though it may appear at first sight to have carried our action involuntarily beyond the precise lines laid down by the Endowed Schools Acts, has yet been, as we believe we have shown, a legitimate and necessary consequence of the operation of those Acts.

Effect of this extension on the preparation of original schemes under the Endowed Schools Acts.

(45.) In these circumstances we find ourselves compelled to postpone, to some extent, our work of framing, under the Endowed Schools Acts, original schemes for the reform of educational endowments, to the direction and conduct of inquiries into the operation of schemes already made; and the business of framing the amending schemes, which those inquiries have shown to be required, already threatens further to defer the time when the work of first establishing a new scheme in every case contemplated by the Endowed Schools Acts shall be substantially completed.

Effect on the general classification of Educational work in this Office.

(46.) This branch of our work, viz., that which deals with educational endowments especially in their educational aspects, as distinct from our general administrative work upon the aggregate of charitable endowments subject to our jurisdiction (including, in that aggregate, educational endowments), has thus come to be constituted somewhat according to the following classification:—

1. The framing of original schemes for endowments to which the provisions of the Endowed Schools Acts have not as yet been applied.
2. The conduct of inquiries into the working of schemes already established under the Endowed Schools Acts.
3. The framing of amending schemes in cases in which, in the result of those inquiries, or otherwise, it appears that existing schemes are defective.
4. Assistance rendered to, and control exercised over, the governors of endowed schools in the educational part of their administration by means of interviews or correspondence.

Desirability of a permanent organisation for the performance of educational work.

(47.) This work is, in the main, different in kind from our current administrative work upon charitable endowments generally; and, though incapable, on grounds alike of convenience and economy, of absolute official severance from it, must, we think, continue to be separately transacted within our office. It is, further, to be noted that that part of the work which falls under the last three heads of the foregoing classification is such as to be of perpetual recurrence, and to require, therefore, a permanent organisation for its performance.

Advantages to be expected from such organisation.

(48.) The work of initiating original schemes under the Endowed Schools Acts, which is classed under the first of those heads, has hitherto been carried on unremittingly under the conditions prescribed by the Endowed Schools Acts, but with the better effect, where ample time was taken for consideration, and for familiarising the minds of those interested with the principles on which the Acts proceed.

The framers of the Endowed Schools Act, 1869, appear to have contemplated a complete re-organisation of the whole of the educational endowments of the country within the course of a few years. Nearly 20 years have elapsed since that time, and a substantial amount of work still remains to be done.

The experience gained in the administration of the Endowed Schools Acts tends to confirm the opinion, which we have formerly indicated,* that the remainder of this part of our work might be more effectively and acceptably carried out under a permanent jurisdiction which would permit us to act, or to postpone action, as the circumstances of each case might seem to render expedient, rather than under the stress of a temporary mandate, which binds us, in great measure, to disregard such considerations in order to the more speedy completion of the work committed to us.

How it should be effected.

(49.) In view of the foregoing considerations we would respectfully suggest that the time has arrived for reviewing the limitations upon the duration of the jurisdiction created by the Endowed Schools Acts, with the object of adjusting the operations of those Acts to the permanent character which our educational work has thus assumed.

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* 29th Report, p. 15.